CA4 ON HBL AOS
CSIP4C
1988
JRBAN/MUNICIPAL

CENTRAL AREA PLAN

IMPLEMENTATION

COMMITTEE Feb. 16/88 -

March 1989

CA4ONHBLA05
CS1P4CG

THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
71 Main Street West, Hamilton, Ontario L8N 3T4

URBAN MUNICIPAL

JAN 27 1988

GOVERNMENT DOCUMENTS

January 22, 1988

Refer to File No
Attention of
Your File No

P5-4-7

Letter to CAPIC Members

Re: GO Rail Study

Following the CAPIC Sub-committee meeting on January 15, 1988, I have pleasure in enclosing a draft report which attempts to reflect the discussions which took place.

Could you please let me know if you would like to discuss the matter, or would like to see any revisions incorporated into the report before it is presented to CAPIC on February 26, 1988.

If agreement is reached on February 26, I will arrange for the matter to be put on the Planning and Development Committee meeting agenda on March 9, 1988, probably at 2:30 p.m.

Our chairman emphasized the importance of attending, and of the presentation prior to coming forward with the Central Area Plan.

Yours truly,

David Godley

David Godley
CAPIC Coordinator

DG:CS
Encl.

DRAFT

# FOR ACTION

FROM: Central Area Plan Implementation Committee

DATE: January 22, 1988

TO: Planning and Development Committee

File No.: P5-4-7

Attention Of: V. J. Abraham

## SUBJECT

GO Rail Study

## RECOMMENDATION

A. That the following recommendations be endorsed by the Planning and Development Committee and forwarded to the Transport and Environment Committee for consideration prior to the report to Council:

1) that the terminus for GO Rail be located at the CP (former T.H. & B.) Station;

2) that the decision whether or not to provide double tracking including reconstruction of the Hunter Street tunnel be left in abeyance until after the terminus is established;

3) that as full a GO rail service as possible be provided as soon as the terminus opens and that the operations be fully integrated into the total transportation network;

4) that the long distance bus terminal be moved to the CP GO Rail terminus when it opens;

5) that commuter parking at the CP station not be provided and that commuter parking be encouraged at the Waterdown Station.

6) that the terminus be developed as a mixed used development including parking to serve the general area;

7) that the development of the terminus be of a high quality design and appearance and that the development be properly integrated into the neighbourhood.

8) that the CP building be retained and enhanced as part of any development of the terminus; and,

9) that the Neighbourhood Associations and other interested groups help develop measures for mitigating adverse environmental impacts and enhancing the environment as part of the current study.

B. That the Planning and Development Committee request, that in the context of the entire central area, that:

1) the Urban Design Committee prepare guidelines for development in the area surrounding the CP terminus to ensure proper integration into the neighbourhood;

2) the Urban Design Committee review any proposed CP Station development; and,

3) the Central Area Plan Implementation Committee review the recommendations as further information is received.

Alderman David Christopherson
Chairperson

## EXPLANATORY NOTE

Decisions about the GO Rail terminus are key to the development of the Central Area of Hamilton. The Central Area Plan Implementation Committee (CAPIC) (Appendix 1) has therefore prepared a report to enable the City to take a position on the matter.

## INTRODUCTION

1. A CP Station terminus has been recommended by the Technical Committee (Appendix 2) studying the improvement of GO Rail service Information given by consultants McCormick Rankin (summary included in Appendix 3) included the following:

- o the cost of the full service to the CP Station is $141 million compared to $112 million for the CN route;
- o the cost of double tracking the entrance to the CP Station and reconstructing the tunnel is in the region of $40 million;
- o both alternatives contain a station at Waterdown Road with commuter parking;
- o it is intended to combine the long distance bus terminal with the rail terminal; and,
- o both stations have sufficient room for an intermodal transportation facility.

2. Individual CAPIC members have attended open houses prior to a presentation by McCormick Rankin to CAPIC in January. A sub-committee was formed and the report prepared and reviewed by CAPIC in February. The recommendations are not based on a detailed technical knowledge and CAPIC is not fully aware of the views of the various public. However, the conclusions reached were based on wide ranging discussions among representatives of various key bodies with an interest in the Central Area. There may be need to revise recommendations as further information is brought forward during the course of the study.

## ANALYSIS

### General Comment

An increased GO Rail service to Hamilton is important to the long term future of Hamilton. A rail link will improve transportation connections to Toronto and the east and supplement existing GO bus service and the freeway network. GO trains will be particularly important at rush hour when the freeway system is congested. GO trains will help the community have better access to Toronto and the east, allow those with jobs in the Toronto area to live in Hamilton more easily and create a commuting corridor for those who live along the northern lakeshore and who work in Hamilton. An efficient integrated transportation system will increase the economic potential of the Region, the City, the Central Area, and the downtown.

Providing a GO rail terminus and intermodal facility in the Central Area is in accordance with the city policies and the draft Central Area Plan (Appendix 2).

### Location

Proximity of the CP station to the downtown and high density residential areas will provide significantly more convenience for potential users than the CN option.

### Cost Effectiveness

Convenient location of the CP station will ensure greater ridership than the CN option and therefore, in the long run will provide a more cost effective service.

### Intermodal Connection

The provision of a combined long distance bus terminal/GO Rail service is essential to an integrated transportation system. This can be provided equally well at both locations. However, the proximity of the major local bus movements (east, west along King and Main and mountain access on James and John) allows a good interconnection with the CP station. The VIA service, however, would be separate and a CP option would not jeopardize the expansion of this service. The CN station would require a special shuttle service to connect it with the downtown.

## Economic Development

Development of the terminus and surrounding area has greater potential at the CP station because of its proximity to the downtown and all its support services. A downtown with superior transportation may make investment in the Region, as a whole, more attractive. Within the downtown an impetus for development to the east of James Street would counter the movement to the west.

## Parking

The CN Station has limited scope for commuter car parking particularly when the land required for the Perimeter Road is removed. At the CP station there is even less scope. However, commuter parking particularly at the CP station should be discouraged since this will use space which is at a premium for other purposes and add to the congestion in the downtown and nearby neighbourhoods. Those travelling by car should be encouraged to use the Waterdown Station which will cater to commuter parking.

## Cost

The CP option is $32 million more than the CN option. However, if the CP option excludes the double tracking and tunnel reconstruction in the vicinity of Queen Street, the two conservative are comparative in cost; the CP option would be $8 million less costly.

## Neighbourhood Impacts

The CN route has little neighbourhood impact. The CP route has impacts on neighbourhood uses between Dundurn and Queen and Park and the CP Station. Impacts will also be felt east of the CP Station where trains are stored before being brought into service. Mitigating measures, possibly enclosing sections of railway are required to reduce noise, vibration and fumes.

## Urban Design

The development of the CP Station presents interesting urban design opportunities and the potential for using and linking underused space at various levels. The CP Station, which is categorised as a landmark building by LACAC, would be provided with a new lease of life to ensure its preservation. There is a need to provide guidelines for new development surrounding the station to ensure development is properly integrated with the neighbourhood.

## CONCLUSION

CAPIC has concluded that the most appropriate location for the terminus is the CP station and that as full a service as possible should be provided as soon as possible. However, there is concern about the cost and impact of double tracking and Hunter tunnel reconstruction. Service should, therefore, be provided without reconstruction of the tunnel and a further decision made as the service develops. It is anticipated that the capacity of the tunnel will be satisfactory for a long time and that the options of reconstructing the tunnel, replacing the facility at the CN Station, supplementing service with the CN Station, etc. can be considered as service expands up to the maximum the current tunnel allows.

The Neighbourhood Associations and others interested should be involved in developing mitigating and enhancement measures to ensure an environmentally sensitive option and the Urban Design Committee should be asked to review the proposed development and to prepare guidelines for surrounding development.

DG/dkp/CS

WP 0021P

CA4 ON HBL A05
C51P4C
1988

# capic

## CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

P5-4-7-9

February 16, 1988

URBAN MUNICIPAL
FEB 23 1988
GOVERNMENT DOCUMENTS

TO ALL CAPIC MEMBERS

RE: NEXT CAPIC MEETING

This is a reminder of the next CAPIC meeting scheduled for:

FRIDAY, FEBRUARY 26, 1988 at 9:30 a.m.
in Room 219, City Hall

Attached is a copy of the Agenda for the upcoming meeting, as well as the Minutes for the January 22nd meeting.

At the next meeting it is hoped that CAPIC will establish a position on the GO Train Extension Program, thereby leading the way for City comment on this important issue. A copy of the latest version of the report on CAPIC's position is attached for your review.

For members who require parking, one day parking tags will be available in Room 219. Please come a little earlier and pick up a tag if one is needed for the February 26th meeting.

We look forward to seeing you all at this next meeting.

Yours truly,

David Godley

David Godley
CAPIC, Co-ordinator

DG/dkp

WP 0463P

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE
MEETING

Friday, February 26th, 1988 at 9:30 a.m.

Room 219, City Hall

## A G E N D A

1. Chairman's Remarks.
2. Review of the Minutes of the January 22nd, 1988 meeting.
3. Unfinished Business.
   - New Developments; and,
   - Central Area Plan.
4. GO-Train Extension Program - C.A.P.I.C.'s position.
5. C.A.P.I.C. Terms of Reference (see attached report).
6. Next Priorities - C.B.D. Study (see attached draft terms of reference).
7. Other Business.
8. Next Meeting - March 25th
9. Adjournment.

For further information, please call Bill Janssen at 526-4148.

BJ/dkp
Attach.

WP 0186P

CENTRAL AREA PLAN IMPLEMENTATION

COMMITTEE MEETING

Room 219, City Hall

Friday, January 22, 1988

# MINUTES

## Members Attending

Alderman David Christopherson - Chairman
Charles Forsyth - First Place
Russell Elman - Durand and COST
Clodagh Stoker-Long - Social Planning and Research Council
Arthur Lomax - Hamilton Automobile Club
John Nolan - Chamber of Commerce
Gabriel Etele - Downtown BIA

## Regrets

Gil Simmons - North End
Ozzie Ferguson - United Senior Citizens
Mark Boyak - Hamilton Real Estate Board
David Cohen - Corktown-Stinson Neighbourhoods
Kay Nolan - Hamilton-Wentworth Roman Catholic Separate School Board

## Staff

John Robinson - Community Development Department
Roland Karl - Traffic Department
Bill Lambert - Regional Planning
David Godley - Local Planning
Bill Janssen - Local Planning
Haig Yeghouchian - Local Planning

## CHAIRMAN'S REMARKS

1. The Chairman called the meeting to order and welcomed staff members Bill Lambert and Haig Yeghouchian to the meeting.

2. Bill Lambert gave a brief introduction on the various information bulletins prepared by the Planning and Development Department and stated that there are plans to prepare a Central Area bulletin later this year.

## MINUTES OF THE PREVIOUS MEETING

3. The minutes of the January 8, 1988 meeting were adopted.

## NEW DEVELOPMENTS

4. Bill Janssen gave an overview of the development activity in the Central Area, and outlined a number of initiatives which have development potential. The list below is a summary of new developments in the Central Area.

New Developments

a) Hunter/Ferguson - 9 storey 34-unit condominium with 28 parking spaces

b) Main/James-Bank of Montreal Building-redevelopment of existing building with 13-storey office building with gross floor area approx. 200,000 sq. ft.

c) 255 York Blvd.-retail building and gas bar-gross floor area 5,500 sq. ft.

d) Jarvis/King William-3-storey building-50 units, 22 parking spaces

e) Wellington/Barton-renovation of old industrial building to offices, drug store and storage

f) 87 Duke-7 storey, 121 unit condominium-21 parking spaces

g) York/James-Eaton's expansion

Future Potential Development

a) Zeller's block redevelopment

b) Chinatown

c) Housing Incentives Program

It was agreed that staff should keep the Committee informed of new developments in the Central Area on an ongoing basis.

5. Charles Forsyth asked if the location of Chinatown has been determined. Bill Janssen replied that the matter is being reviewed by the Chinese community.

6. Arthur Lomax asked if road widenings are being considered for the condominium proposal at Ferguson and Hunter.

   David Godley stated that the City's Central Area setback by-law has been repealed and that, from a planning perspective, there is no need for any additional road widening in the vicinity of Ferguson and Hunter.

7. Gabriel Etele expressed concern regarding the lack of any major interest to develop the eastern link of the downtown core.

   Bill Janssen recognised that this was a concern, however, he stated that the Central Business District (CBD) Study in identifying development potentials may help an eastern anchor.

   Alderman Christopherson stated that the Sons of Italy and the Theatre Aquarius will provide additional development in the Central Area.

**GO-TRAIN SUB-COMMITTEE**

8. John Nolan stated that the GO Train Sub-Committee meetings have been very productive. The sub-committee is leaning towards favouring the T H & B station due to its relative proximity to the downtown core. However, the benefits of a GO station at the CN main line was recognized in that it may provide better opportunities for expansion to Niagara. In addition, the CN station is in close proximity to the proposed Perimeter Road.

   John Nolan said that while the urban design potential for the T H & B is excellent, there are parking issues that need to be resolved.

   John Nolan stated that there may be an opportunity to use both the T H & B and CN stations for the GO system.

9. Charles Forsyth said that the City should be proactive and not reactive when considering future development in the Central Area. For example, one possibility is to develop the T H & B yards similar to the St. Lawrence Market in Toronto.

10. Russell Elman stated that one possibility is to establish the GO station at the T H & B until a new tunnel is needed. At that point, the system could revert back to the CN station if that seemed appropriate.

11. John Nolan said that in the old days, the existing tracks used to handle 90 trains daily. Therefore, it is conceivable to have large numbers of trains on the present trackage without the need to expand the present Hunter Street tunnel.

12. Russell Elman stated that regardless of which GO transit system is implemented, it must be well integrated from an operational sense between rail and bus service.

13. Arthur Lomax said that a two-way GO system should be given some consideration to ensure a better utilization of the system.

14. It was agreed that staff would circulate a draft position paper on the GO station to all CAPIC members for comments. Comments could be submitted to staff prior to the CAPIC meeting on February 26, 1988. A tentative presentation date to the Planning and Development Committee was set at March 9th at 2:30 p.m. It was clarified that the presentation would be made to the Planning and Development Committee by CAPIC and the recommendation passed to the Transport and Environment Committee.

    Alderman Christopherson stated that attendance at the Planning and Development Committee meeting by CAPIC members would be desirable.

**CENTRAL AREA PLAN**

15. Bill Janssen said that on February 10, 1988, the Planning and Development Department will seek authorization from the Planning and Development Committee to initiate a public participation process for the Central Area Plan. A press release in March will highlight the public participation process.

**CAPIC MEMBERSHIP AND MISSION STATEMENT**

16. Alderman Christopherson stated that CAPIC will have an important role after the Central Area Plan becomes part of the Official Plan.

17. Russell Elman said that CAPIC should not be responsible for reviewing the details of individual application, but rather function as an Umbrella Committee.

18. Arthur Lomax said that individuals who are not formally part of the CAPIC Committee should be permitted to participate in meetings. This approach would ensure a much wider representation from the community.

19. Garbriel Etele stated that CAPIC members representing organizations should speak for those organizations and not as individuals.

20. Charles Forsyth suggested that during the first meeting of each calendar year, CAPIC membership should be reviewed and ratified. This would allow for flexibility to replace members, if and where necessary.

21. John Robinson said that other Business Associations should also be represented in CAPIC. Gabriel Etele mentioned that if malls were to participate in CAPIC, it may result in an imbalance in representation of downtown merchants.

22. David Godley stated that staff will prepare and present terms of reference outlining the Committee's mission.

**NEXT PRIORITIES**

23. John Nolan raised a concern regarding the low profile of the Urban Design Committee.

    David Godley stated that the Urban Design Committee prepares design guidelines and functions as a sounding board. The Committee is presently working with the Main Street West merchants in an attempt to improve the visual appearance of the area.

    The Committee could only review individual developments if directed by the Planning and Development Committee.

24. Bill Janssen stated that the intent of the Central Business District Study is to review massing of building, linkage amongst buildings, +15 pedestrian walkways, block development, and parking locations.

    Staff has prepared a draft Terms of Reference for the Study. It will be circulated to various departments and agencies prior to being reviewed by CAPIC at the February 26 meeting.

25. David Godley stated that the Central Business District Study will work with a technical committee and CAPIC. The intent is to eventually make recommendations to the Planning and Development Committee.

    Russell Elman said that the Central Busines District Study is only an aspect of the Central Area, and therefore an integral component of CAPIC.

26. John Robinson stated that the Central Business District Study's Terms of Reference should also be presented to the Downtown Action Plan Co-ordinating Committee.

27. It was agreed that the Perimeter Road should be considered by CAPIC in the near future.

**NEXT MEETING**

28. The next meeting is scheduled for February 26, 1988, at 9:30 a.m. This meeting will review the GO Train Sub-Committee's recommendations and discuss the Central Business District Study.

**ADJOURNMENT**

29. The meeting was adjourned at 11:50 a.m.

HY:CS

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## TERMS OF REFERENCE

The mandate of the committee is to advise the Planning and Development Committee on planning matters relating to the central area including:

1) the Central Area Plan, its update and revision;

2) strategies for implementing the policies of the Central Area Plan;

3) commenting on proposals which impact on central area plan policies;

4) supply representatives to other committees to give a central area point of view.

- The committee will be made up of representatives of organizations and individuals who together form a knowledgeable and balanced group. See Appendix "A" for current membership.

- Changes in membership will be submitted by CAPIC to the Planning and Development Committee.

- A Chairperson and Vice-Chairperson will be elected by CAPIC, one of whom will be a member of City Council.

- The Planning and Development Department will be responsible for co-ordinating the committee.

Background

- The Central Area is identified as an area bounded by Queen, Victoria, the Escarpment and the Bay.

- A Central Area Plan was prepared by the Central Area Plan Advisory Committee during 1979 and 1980.

- The plan was adopted by Council in 1981 following which a new committee was struck to guide the preparation of the Downtown Action Plan.

- The Downtown Action Plan Committee was then formed to install the streetscaping recommendations of the Plan and at that time the need for a policy oriented committee was identified.

- The Central Area Plan Implementation Committee (CAPIC) was formed by Council in February 1984 to concentrate on policy issues and their implementation.

- Since 1984 CAPIC has undertaken a major review of the Central Area Plan as well as providing advice to the Planning and Development Committee on an ongoing basis.

D.G.:nd
W.P. DOC. 0463P

# FOR ACTION

FROM: Central Area Plan Implementation Committee DATE: February 15, 1988

TO: Planning and Development Committee File No.: P5-4-7

Attention Of: V. J. Abraham

**SUBJECT**

GO Rail Study

**RECOMMENDATION**

a) That the following recommendations be endorsed by the Planning and Development Committee and forwarded to the Transport and Environment Committee for consideration prior to the report to Council:

PRINCIPLE RECOMMENDATION

1) That the terminus for GO Rail be located at the CP (former T.H. & B.) Station as soon as possible and without double tracking through or reconstruction of the Hunter Street tunnel.

OTHER RECOMMENDATIONS

2) That the maximum frequency including two way service, within the constraints of the Hunter Street tunnel, be provided as soon as the new terminus is open;

3) That the operations from the bus terminal be transferred to the CP Station as soon as the new terminus is open;

4) That the timetable of inter-city buses be integrated with those of the rail service as soon as the new terminus is open;

5) That the Waterdown Road Station be treated as a component of the initial project including commuter parking to serve the entire Region;

6) That the terminus be developed as a mixed use development including parking to serve the general area;

7) That the development of the terminus be of a high quality design and appearance and that the development be properly integrated into the neighbourhood.

8) That the CP building be retained and enhanced as part of any development of the terminus;

9) That the decision on the reconstruction of the Hunter Street tunnel be deferred until the growth in service warrants further examination.

10) That the Neighbourhood Associations and other interested groups participate in the process of identifying impacts and developing measures for mitigating adverse social and environmental impacts and enhancing the social and physical environment as part of the current study.

b) That the Planning and Development Committee request, that in the context of the entire central area, that:

1) the Urban Design Committee prepare guidelines for development in the area surrounding the CP terminus with public participation;

2) the Urban Design Committee review any proposed CP Station development with participation by the public; and,

3) the Central Area Plan Implementation Committee review this report and its recommendations as further information is received and report back to the Planning and Development Committee as appropriate.

Alderman David Christopherson
Chairperson

**EXPLANATORY NOTE**

Decisions about the GO Rail terminus are key to the development of the Central Area of Hamilton. The Central Area Plan Implementation Committee (CAPIC) (Appendix 1) has therefore prepared a report to enable the City to take a position on the matter.

**INTRODUCTION**

1. A CP Station terminus has been recommended by a technical Project Team (Appendix 2) studying the improvement of GO Rail service. Information given by consultants McCormick Rankin (summary included in Appendix 3) included the following:

- o the cost of the full service to the CP Station is $141 million compared to $112 million for the CN route;
- o the cost of double tracking the entrance to the CP Station and reconstructing the tunnel is in the region of $40 million;
- o both CN and CP alternatives contain a station at Waterdown Road with commuter parking;

- o it is intended to combine the long distance bus terminal with the rail terminal; and,

- o both CN and CP stations have sufficient room for an intermodal transportation facility.

2. Individual CAPIC members have attended open houses prior to a presentation by McCormick Rankin to CAPIC in January. A sub-committee was formed and the report prepared and reviewed by CAPIC in February. The recommendations are not based on a detailed technical knowledge and CAPIC is not fully aware of the views of the various public. However, the conclusions reached were based on wide ranging discussions among representatives of various key bodies with an interest in and knowledge of the Central Area. There may be need to revise recommendations as further information is brought forward during the course of the study.

## ANALYSIS

### General Comment

An increased GO Rail service to Hamilton is important to the long term future of Hamilton. A rail link will improve transportation connections to Toronto and the east and supplement existing GO bus service and the freeway network. GO trains will be particularly important at rush hour when the freeway system is congested. GO trains will help the community have better access to Toronto and the east, allow those with jobs in the Toronto area to live in Hamilton more easily and create a commuting corridor for those who live along the northern lakeshore and who work in Hamilton. An efficient integrated transportation system will increase the economic potential of the Region, the City, the Central Area, and the downtown.

A GO rail terminus as part of an intermodal facility in the Central Area is in accordance with the city policies and the draft Central Area Plan (Appendix 4).

### Location

Proximity of the CP station to the downtown and high density residential areas will provide significantly more convenience for potential users than the CN option.

### Cost Effectiveness

Convenient location of the CP station will ensure greater ridership than the CN option and therefore, in the long run will provide a more cost effective service.

Intermodal Connection

The provision of a combined long distance bus terminal/GO Rail service is essential to an integrated transportation system. This can be provided equally well at both locations. However, the proximity of the major local bus movements (east, west along King and Main and mountain access on James and John) allows a good interconnection with the CP station. The VIA service, however, would be separate and a CP option would not jeopardize the expansion of this service. The CN station would require a special shuttle service to connect it with the downtown.

Economic Development

Development of the terminus and surrounding area has greater potential at the CP station because of its proximity to the downtown and all its support services. A downtown with superior transportation may make investment in the Region, as a whole, more attractive. Within the downtown an impetus for development to the east of James Street.

Parking

The CN Station has limited scope for commuter car parking particularly when the land required for the Perimeter Road is removed. At the CP station there is even less scope. However, all day commuter parking at no charge or low rates, particularly at the CP Stations, is unrealistic and not desirable since it will use space which is at a premium for other purposes and add to the congestion in the downtown and nearby neighbourhoods. The Waterdown Station should be designed to provide adequate commuter parking as soon as the rail terminus is opened and for future expansion.

Cost

The CP option is $32 million more than the CN option. However, if the CP option excludes the double tracking and tunnel reconstruction in the vicinity of Queen Street, the two alternatives are comparative in cost; the CP option would be $8 million less costly. The Province is expected to fund the total cost of the extension of GO Train service.

Neighbourhood Impacts

The CN route right-of-way has little neighbourhood impact. The CP route has impacts on neighbourhood uses between Dundurn and Queen and Park and the CP Station. Impacts will also be felt east of the CP Station where trains are stored before being brought into service. Mitigating measures, possibly enclosing sections of railway are required to reduce noise, vibration and fumes.

Urban Design

The development of the CP Station presents interesting urban design opportunities and the potential for using and linking underused space at various levels. The CP Station, which is categorised as a landmark building

by LACAC, would be provided with a new lease of life to ensure its preservation. There is a need to provide guidelines for new development surrounding the station to ensure development is properly integrated with the neighbourhood. The CN Station is also a landmark building and should be maintained as the VIA Station.

## CONCLUSION

CAPIC has concluded that the most appropriate location for the terminus is the CP station and that as full a service as possible should be provided as soon as possible.

However, there is concern about the cost and impact of double tracking and Hunter tunnel reconstruction. Service should, therefore, be provided without reconstruction of the tunnel and a further decision made as the service develops. It is anticipated that the capacity of the tunnel will be satisfactory for a long time and that options to the reconstruction of the tunnel, (e.g. supplementing service with the CN Station) can be considered as service expands up to the maximum the current tunnel allows.

The Neighbourhood Associations and others interested should be involved in developing mitigating and enhancement measures to ensure a socially and environmentally sensitive option and the Urban Design Committee should be asked to review the proposed development and to prepare guidelines for surrounding development.

DG/dkp/CS

WP 0021P

APPENDIX "1"

# CENTAL AREA PLAN IMPLEMENTATION COMMITTEE (CAPIC)

## CURRENT MEMBERSHIP - January, 1988

Alderman David Christopherson (Chairman)

John Nolan (Vice-Chairman), Chamber of Commerce

Dr. Andrew Burghardt (Dr. Bill Anderson, alternative), McMaster University

Mark Boyak, Hamilton Real Estate Board

Bruce Charlton

Russell Elman, Coalition on Sensible Transit and Durand Association

Ozzie Ferguson, United Senior Citizens of Ontario

Rev. Charles Forsyth, First Place

Arthur Lomax, Hamilton Automobile Club

Howard Mark, Local Architectural Conservation Advisory Committee

Gabriel Etele, Downtown Business Improvement Area

Kay Nolan, Hamilton-Wentworth Roman Catholic Separate School Board

Bruce Rankin, Hamilton Society of Architects

Gillian Simmons, North End Neighbourhood

Gloria DeSantis (Clodagh Stoker-Long, alternative), Social Planning and Research Council

Marvin Wasserman, King East Business Association

David Cohen, Corktown-Stinson Neighbourhoods

Member to be named, Hamilton District Labour Council

Member to be named, Hamilton Board of Education

# PRELIMINARY TECHNICAL RECOMMENDATIONS

## ROUTE

- SUBJECT TO ENVIRONMENTAL ASSESSMENT APPROVAL, SHIFT EXISTING SERVICE FROM CN STATION TO CP/TH&B STATION.

## LEVEL OF SERVICE

- PROCEED WITH DETAILED SIMULATION BY CN AND CP TO DETERMINE VARIOUS LEVELS OF SERVICE AND TRACK REQUIREMENTS (E.G. AT TUNNEL).

- SUBJECT TO ENVIRONMENTAL ASSESSMENT APPROVAL, PROVIDE INCREMENTAL IMPROVEMENTS IN LEVEL OF SERVICE AS APPROPRIATE.

## STATIONS

- ESTABLISH THE REQUIREMENTS FOR THE STAGED IMPLEMENTATION OF THE INTEGRATION OF BUS AND RAIL SERVICES AT THE TH&B STATION. THIS FACILITY WILL BE THE FOCUS FOR DOWNTOWN HAMILTON ACCESS TO THE GO TRAIN SYSTEM.

- PROTECT FOR THE FUTURE STAGED IMPLEMENTATION OF A STATION AT WATERDOWN ROAD. THIS STATION WILL PROVIDE THE FOCUS FOR REGIONAL ACCESS VIA THE HIGHWAY NETWORK TO THE GO TRAIN SYSTEM.

## PROJECT TEAM

The GO Train Extension Program Project Team consists of representatives from:

- The Ministry of Transportation and Communicatons;
- GO Transit;
- McCormick Rankin (Consultants);
- Regional Municipality of Halton (Mr. H. Wong, Director of Planning);
- Regional Municipality of Hamilton-Wentworth (Mr. Heinz Schweinbenz, Commissioner of Transportation).

BJ:CS
0186P

# INTRODUCTION AND BACKGROUND

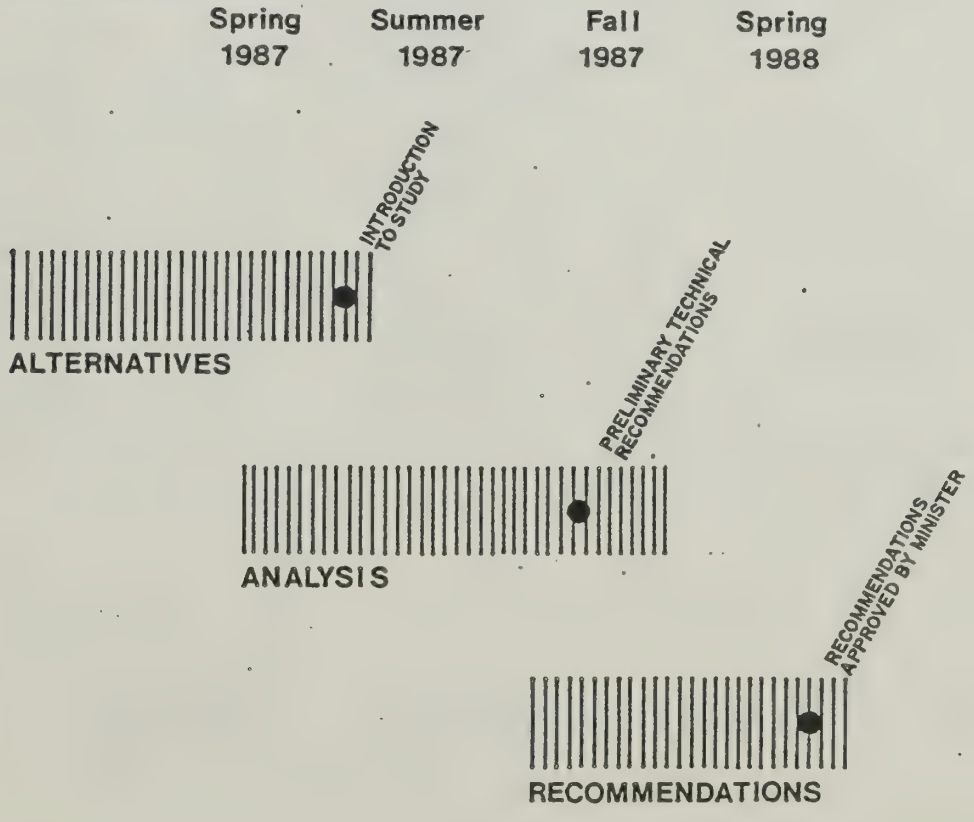
WELCOME TO THIS INFORMATION CENTRE. IT HAS BEEN ARRANGED SO THAT PEOPLE WHO ARE INTERESTED IN THE BURLINGTON TO HAMILTON SECTION OF THE GO TRAIN SERVICE EXPANSION PROGRAM CAN REVIEW THE RESULTS OF THE STUDY TO DATE AND DISCUSS THE PROJECT WITH REPRESENTATIVES OF THE STUDY TEAM.

THREE GO TRAINS PRESENTLY RUN FROM THE HAMILTON CN STATION TO TORONTO IN THE MORNING AND BACK IN THE AFTERNOON. FULL GO TRAIN SERVICE PRESENTLY RUNS BETWEEN PICKERING AND OAKVILLE AND IS PLANNED TO BE IN PLACE BETWEEN OAKVILLE AND BURLINGTON BY THE EARLY 1990's.

THE CURRENT STUDY IS TO INVESTIGATE THE POSSIBLE EXPANSION OF GO TRAIN SERVICE BETWEEN BURLINGTON AND HAMILTON.

## STUDY OBJECTIVES

- TO DETERMINE LONG RANGE RECOMMENDATIONS FOR GO TRAIN SERVICE TO HAMILTON.
- TO PROVIDE FOR AN INTEGRATED LOCAL AND REGIONAL TRANSIT SYSTEM THROUGH THE DEVELOPMENT OF A SINGLE CENTRAL HAMILTON STATION.
- TO DEFINE STAGING PLANS THAT WOULD ALLOW FOR THE IMPLEMENTATION OF THE RECOMMENDATIONS.
- TO PROTECT A ROUTE AND PROPERTY FOR THE RECOMMENDATIONS.

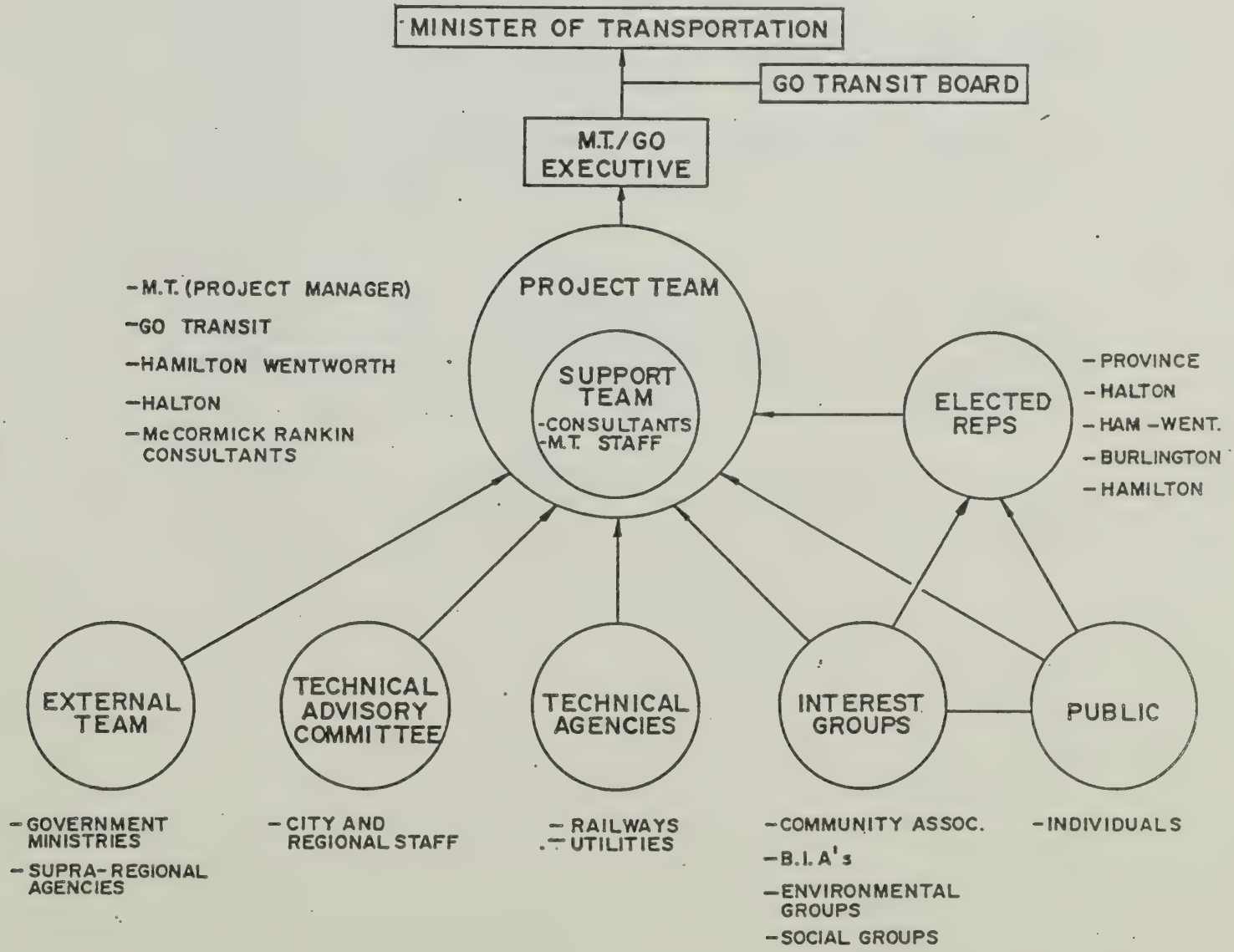



● Public Information Centres

THE CURRENT STUDY WILL BE COMPLETE WHEN AN ENVIRONMENTAL ASSESSMENT REPORT DETAILING THE ALTERNATIVES, ANALYSIS AND RECOMMENDATIONS IS SUBMITTED TO THE MINISTRY OF THE ENVIRONMENT. THIS IS SCHEDULED TO OCCUR IN LATE 1988 OR EARLY 1989. CONSTRUCTION OF ANY RECOMMENDED FACILITIES CANNOT OCCUR UNTIL FINAL APPROVAL OF THE REPORT BY THE MINISTRY OF THE ENVIRONMENT.

# STUDY ORGANIZATION

THE STUDY IS FUNDED BY THE PROVINCE OF ONTARIO AND IS DIRECTED BY THE MINISTRY OF TRANSPORTATION AND GO TRANSIT THROUGH A PROJECT TEAM, WHICH INCLUDES REPRESENTATIVES FROM THE REGIONS OF HAMILTON-WENTWORTH AND HALTON. THE STUDY IS CARRIED OUT WITH INPUT FROM THE PUBLIC AND INTERESTED AGENCIES, AND A REPORT IS PREPARED WITH RECOMMENDATIONS FOR THE MINISTRY OF TRANSPORTATION. THE STUDY IS BEING CARRIED OUT IN ACCORDANCE WITH THE ENVIRONMENTAL ASSESSMENT ACT AND WITH COMPLETE AND OPEN PUBLIC INVOLVEMENT.



# PRELIMINARY TECHNICAL RECOMMENDATIONS

## ROUTE

- SUBJECT TO ENVIRONMENTAL ASSESSMENT APPROVAL, SHIFT EXISTING SERVICE FROM CN STATION TO CP/TH&B STATION.

## LEVEL OF SERVICE

- PROCEED WITH DETAILED SIMULATION BY CN AND CP TO DETERMINE VARIOUS LEVELS OF SERVICE AND TRACK REQUIREMENTS (E.G. AT TUNNEL).

- SUBJECT TO ENVIRONMENTAL ASSESSMENT APPROVÁL, PROVIDE INCREMENTAL IMPROVEMENTS IN LEVEL OF SERVICE AS APPROPRIATE.

## STATIONS

- ESTABLISH THE REQUIREMENTS FOR THE STAGED IMPLEMENTATION OF THE INTEGRATION OF BUS AND RAIL SERVICES AT THE TH&B STATION. THIS FACILITY WILL BE THE FOCUS FOR DOWNTOWN HAMILTON ACCESS TO THE GO TRAIN SYSTEM.

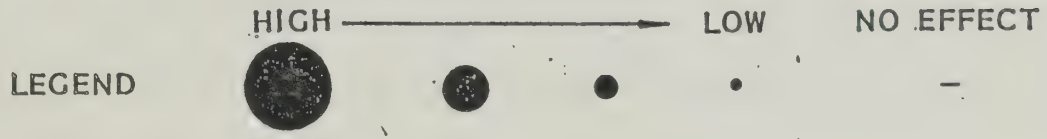
- PROTECT FOR THE FUTURE STAGED IMPLEMENTATION OF A STATION AT WATERDOWN ROAD. THIS STATION WILL PROVIDE THE FOCUS FOR REGIONAL ACCESS VIA THE HIGHWAY NETWORK TO THE GO TRAIN SYSTEM.

## ANALYSIS FACTORS

- TRANSPORTATION SERVICE
  - RAIL
  - BUS
  - STAGING
- ECONOMIC EFFECTS
  - COMMERCIAL
  - RESIDENTIAL
  - TOURISM
  - ATTRACTION TO HAMILTON
- CONSTRUCTION COSTS
  - RAIL COSTS
  - STRUCTURE COSTS
  - TUNNEL COSTS
- SOCIAL EFFECTS
  - COMMUNITY INTRUSION
  - NOISE
  - CONSTRUCTION EFFECTS
- NATURAL ENVIRONMENTAL EFFECTS
  - SENSITIVE AREAS
  - VEGETATION
  - WATER

GO TRAIN SERVICE EXPANSION PROGRAM - EVALUATION OF ALTERNATIVES
ECONOMIC EFFECTS

| CRITERIA | CP/TH&B FULL SERVICE | CP/TH&B PARTIAL 2-WAY | CP/TH&B IMPROVED 1-WAY | CN FULL SERVICE | CN PARTIAL 2-WAY | CN IMPROVED 1-WAY |
|---|---|---|---|---|---|---|
| o Likelihood of increasing/ reinforcing the number of people moving to Hamilton | ● | • | – | ● | • | – |
| o Likelihood of increasing/ reinforcing the draw to major tourism attractions | ● | • | – | ● | • | – |
| o Likelihood of increasing/ reinforcing attractiveness of the core to businesses | ● | • | – | ● | • | – |
| o Likelihood of stimulating/ reinforcing localized redevelopment and convenience-order businesses | ● | ● | • | ● | • | – |



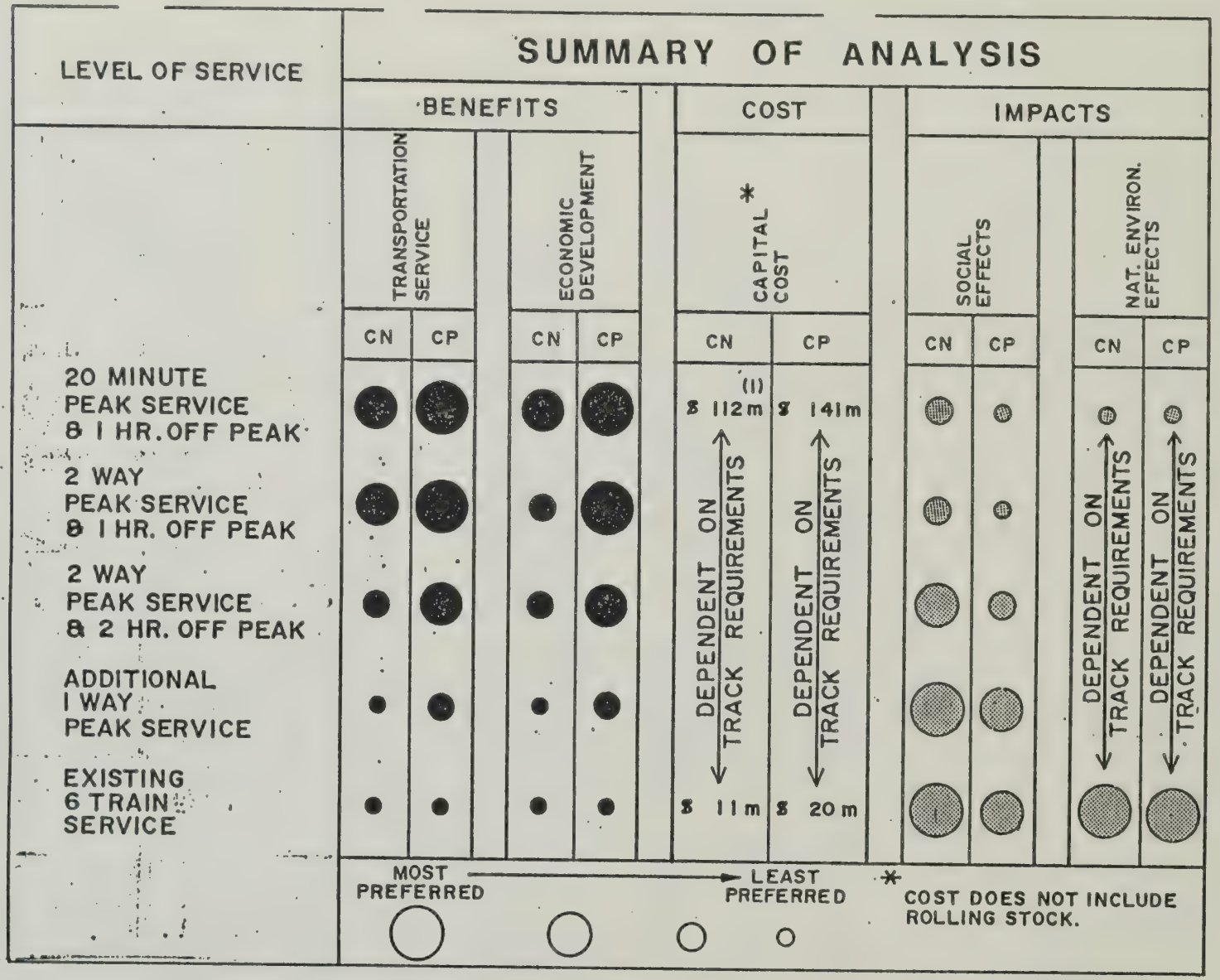
GO TRA..N SERVICE EXPANSION PROGR..M - ANALYSIS OF ALTERNATIVES
ECONOMIC EFFECTS

| CRITERIA | CP/TH&B STATION | | CN STATION | |
|---|---|---|---|---|
| | EXISTING | POTENTIAL | EXISTING | POTENTIAL |
| o Population within 750 m of station | 12,890 | 14,120 * | 6,900 | 6,600 * |
| o Employment within 750 m of station | 21,860 | 26,750 * | 7,330 | 10,070 * |
| o Residential unit development within 750 m of station | ±7,540 | ±8,560 | ±2,960 | ±3,180 |
| o Commercial development within 750 m of station (includes office and retail commercial) | 207,200 m² *** (office only) | ±555,600 m² ** | Negligible | ±55,700 m² ** |
| o Tourist/Recreational attractions within 750 m of station | 6 (Copps Coliseum, Art Gallery, Football Hall of Fame, Convention Centre, Jackson Square, Hamilton Place) | 8 (The 6 in existing + Theatre Aquarius and Eaton Centre) | 0 | 1 (Waterfront Park) |
| o Compatibility of Terminal with Municipal Land Use/ Development policies | Not applicable Terminal unused | Compatible | Compatible since already in use | Less compatible since not in development area |

* Population and Employment Figures Based on Year 2011 Ministry of Transportation Forecast

** Based on 65% of Maximum Permissable Floor Area Under Current Zoning. Source: City of Hamilton

*** Source: Chambers & Co. Ltd., Hamilton Office Space Inventory, July 1987




(1) THESE CN COSTS ARE BASED ON A PRELIMINARY ASSESSMENT THAT DOES NOT REFLECT A DETAILED SIMULATION OF OPERATIONS WITHIN THE CN YARD OR THE INTERACTION OF THE GO/CN/PERIMETER ROAD AND WATERFRONT PARK PROPOSALS. IT IS POSSIBLE THAT A FINAL ASSESSMENT WOULD RESULT IN SIGNIFICANTLY HIGHER COSTS.

# FUTURE WORK

THE FOLLOWING ACTIVITIES NEED TO BE CARRIED OUT BEFORE THE STUDY IS COMPLETE:

RAIL STUDIES: BOTH CN RAIL AND CP RAIL WILL UNDERTAKE DETAILED SIMULATIONS OF SPECIFIC GO TRAIN SCENARIOS TO DETERMINE THE LEVEL OF GO TRAIN SERVICE POSSIBLE FOR DIFFERENT TRACK REQUIREMENTS. THIS WILL DETERMINE WHAT LEVELS OF GO TRAIN SERVICE WOULD REQUIRE CONSTRUCTION OF NEW TRACKS IN AREAS SUCH AS THE ROYAL BOTANICAL GARDENS AND THE HUNTER STREET TUNNEL.

CONSULTATION: FURTHER CONSULTATION WITH INTEREST GROUPS, CITIZENS, TECHNICAL STAFF AND ELECTED OFFICIALS WILL OCCUR, PARTICULARLY DURING THE MUNICIPAL COUNCIL APPROVAL PROCESS AND PUBLIC REVIEW OF THE FINAL RECOMMENDATIONS.

DETAILED ANALYSIS AND EVALUATION: FURTHER ANALYSIS AND EVALUATION WILL OCCUR TO ENSURE THAT ALL THE TECHNICAL FACTORS AND PUBLIC INPUT ARE TAKEN INTO ACCOUNT BEFORE FINAL RECOMMENDATIONS ARE MADE. THE COMMENTS PROVIDED BY THE PUBLIC AT THIS INFORMATION CENTRE WILL BE PART OF THIS ANALYSIS.

ENVIRONMENTAL ASSESSMENT: AN ENVIRONMENTAL ASSESSMENT REPORT WHICH COMPILES ALL THE ALTERNATIVES, ANALYSIS AND EVALUATION DONE IN THE STUDY WILL BE PREPARED AND SUBMITTED TO THE MINISTRY OF THE ENVIRONMENT FOR GOVERNMENT AND PUBLIC REVIEW AND FINAL APPROVAL.

NEXT PUBLIC INFORMATION CENTRES: THE NEXT ROUND OF PUBLIC INFORMATION CENTRES IS SCHEDULED FOR SPRING 1988.

# POLICIES FROM THE DRAFT

## CENTRAL AREA SECONDARY PLAN

4.8.14 All forms of public transit should contribute to a convenient and coordinated system of transportation.

4.8.15 A multi-modal transportation terminal should be provided in an appropriate location in the Central Area.

4.8.16 Existing commuter (GO Train) inter-city passenger rail services linking Hamilton, and all other centres should be maintained and improved.

# DRAFT TERMS OF REFERENCE

# CENTRAL BUSINESS DISTRICT STUDY PROPOSAL

## INTRODUCTION

The purpose of the proposal is to:

1. Provide the BACKGROUND to the study.
2. Define the OBJECTIVES of the study.
3. Outline the STUDY APPROACH.
4. Define the process including PUBLIC PARTICIPATION AND TECHNICAL SUPPORT.
5. Give a TIME SCHEDULE for the study.
6. Provide STUDY COSTS.

## 1. BACKGROUND

- Central Hamilton has been designated in both the Regional Official Plan and the City of Hamilton Official Plan as a Regional Centre serving all residents in Greater Hamilton.
- The Central Area of Hamilton is recognized as being paramount importance to the economic health and viability of the Region.
- Consequently, a Central Area Plan was prepared and adopted by City Council in January 1981 to guide the growth of the downtown and Central Area.
- The basic thrust of the Central Area Plan is to create a functionally efficient and environmentally attractive, high density, mixed use area.
- The Central Area Plan Implementation Committee (CAPIC) (see Section 4) has spent the last two years reviewing and updating the document and has recently unanimously approved an updated Central Area Plan (which will be incorporated into the Official Plan) reinforcing and carrying further the thrust of the current plan.

- The quality of life/economic development strategy has now been incorporated into the Economic Development Strategy adopted by the Region in January 1987.

- The basis for the Central Business District (C.B.D.) Study is in the Central Area Plan's Implementation Strategy which requires the policies of the Central Area Plan to be elaborated by providing a block by block analysis and vision of the future.

- The plan will establish a framework of potential land uses, pedestrian facilities, parking nodes and transit services to guide and encourage new development.

- The C.B.D. plan will be in the form of a digrammatic map showing three-dimensional development. There may be the need to amend the Central Area Plan, the Neighbourhood Plans and the +15 policies.

- The C.B.D. plan is particularly timely since:

  1) The Central Area Plan objectives have recently been reaffirmed and the policies updated and refined. The policy framework is therefore current.

  2) The downtown parking study will soon be completed. This will provide the basis for the C.B.D. study.

  3) A current transit study will shortly be reaching a conclusion about a GO rail and long distance bus termini in Hamilton. The proposed transit node is a major element for determining the functioning of the C.B.D.

  4) The Perimeter Road study has recently reaffirmed a concept for a new by-pass for the C.B.D. and will establish design details during 1988. The Perimeter Road is a key element in increasing accessibility to the C.B.D. and allowing for further environmental upgrading.

  5) The streetscaping improvements initiated as part of the Downtown Action Plan are nearing completion. New priorities for streetscaping need to be established.

  6) The +15 policies require updating since they are out-dated. A review tied into the street level pedestrian system is needed.

  7) The Central Area is continuing to experience development pressures which could result in major changes to the form of the downtown.

- A C.B.D. plan would provide:

  1) A vision of the future and a vehicle for comprehensive co-ordination for the growth of the C.B.D.

  2) A strong framework for the City to make decisions about C.B.D. development.

  3) A strong framework for developers and businesses and consequently an incentive for investment and economic regeneration.

  4) The basis for municipal budget decisions.

  5) A tool for initiating and evaluating individual projects both private and public and joint ventures.

- Such documents have been used extensively in Britain for many years but appear not to be widely used in Ontario. The project will be on the forefront of Planning in the Province and could therefore serve as an example to other areas. Staff could share their experience with the Province and other municipalities.

## 2. OBJECTIVES

It is proposed that the C.B.D. Study provide a detailed plan for development and redevelopment in the downtown.

The purpose of a C.B.D. Study will be:

1. To define a Central Business District boundary;

2. To investigate and review the inter-relationship of current and future land use and specify district uses and designs in detail.

3. To define the role of roads in the central area as a framework for pedestrian and vehicular traffic and examine opportunites for vehicular and pedestrian separations;

4. To define nodes of parking, including the location of multi-storey car parks;

5. To define areas for potential redevelopment in the C.B.D.;

6. To outline development scenarios for key blocks, with emphasis on the area surrounding Gore Park. This will be done through Planning Design Briefs which will refine land use and urban design requirements;

7. To attract developers to the C.B.D. by providing a planned development scheme which will result in a high quality and efficient environment in which to invest;

8. To address suitable locations and designs for open leisure space as part of a pedestrian system;

9. To outline means of making commercial streets in the C.B.D. more attractive to pedestrians; and

10. To provide links to surrounding commercial and residential modes in outlying areas (e.g. Hess Village).

## 3. STUDY APPROACH

The Study will be undertaken in the following phases:

- o Phase I (BACKGROUND) will examine current trends in the downtown, delineate a C.B.D. boundary and identify opportunities and constraints to development.
- o Phase 2 (ANALYSIS) will analyze trends and opportunities for potential development.
- o Phase 3 (POLICY DEVELOPMENT) will define specific land use designations and policies to guide development in the downtown.
- o Phase 4 (DEVELOPMENT STRATEGIES) will outline development strategies for specific blocks in the downtown.
- o Phase 5 (IMPLEMENTATION) will consist of the implementation of the Study.

### PHASE 1 - BACKGROUND

Phase 1 will review current conditions and trends affecting the Central Business District. In addition, a C.B.D. boundary will be defined during the phase of the Study.

This phase of the study will consist of the following steps:

1. Identify the C.B.D. boundary. To date, specific boundaries for the City's C.B.D. have yet to be established.

2. Review current policies which affect development and land use in the Central Business District, including:

   - o Regional Official Plan;
   - o Hamilton Official Plan;
   - o Downtown Action Plan;
   - o Regional Economic Strategy;
   - o Neighbourhood Plans; and,
   - o + 15 policies.

3. Establish a hierarchy of roads and pedestrian routes in the Central Area based on Buchanan models.

4. Identify development constraints in the Central Business District. These constraints include:

   - o land costs;
   - o heritage buildings and areas;
   - o zoning and site plan regulations;
   - o market conditions; and,
   - o condition of buildings.

5. Review past trends relating to:

   - o demographic and household characteristics;
   - o employment;
   - o development activities;
   - o land uses;
   - o business activities;
   - o movement (pedestrian, traffic, transit and bicycles); and,
   - o parking and loading.

Background information and presentation panels will be prepared and reviewed by CAPIC and the Technical Committee. Consultants will be hired and used on an advisory basis.

## PHASE 2 - ANALYSIS

This phase of the Study will examine and identify opportunities for redevelopment in the Central Business District, particularly key blocks which are presently vacant or underutilized. In addition, the Study will analyze the present and future functions of areas within the C.B.D. and identify opportunities for linkages.

Phase 2 of the study will include the following steps:

1. Analyse need for facilities and services.

2. Identify key properties, block and areas on which development or redevelopment would be appropriate. These will be primarily vacant and underutilized sites or have potential for rehabilitation. During this exercise areas which merit preservation will also be identified.

3. Analyze the potential for changes in land uses and activities and identify preferred land use on a property basis.

4. Examine the inter-relationship of buildings and areas. Existing and potential linkages between areas will also be identified.

5. Review problems and issues associated with development and activities within the C.B.D., e.g. parking, through-traffic and pedestrian movement.

6. Identify unique areas which may merit special policy attention, e.g. transitional, institutional or government services, retail, mixed use, residential and office areas.

7. Address the impact of policies and regulations on C.B.D. development. Examples include current restrictions and opportunities for residential or mixed use development.

Work will be reviewed by the Technical Committee and CAPIC. Consultants will be used in an advisory capicity.

## PHASE 3 - POLICY DEVELOPMENT

Land use and urban design options will be developed, evaluated and preferred concept developed. The need for policy changes will be reviewed.

Steps in this phase will be:

1) Generation of alternative land use and urban designs. Potential land uses at various levels will be identified and the pedestrian linkages of the internal block will be established. Entrance points of each block will be worked out to ensure that the interrelationship of each block, as well as, the overall development of the C.B.D. functions well.

2) Evaluation of options and identification of a preferred concept. A blueprint for the future will be established in map form. Although developments may not follow the blueprint the overall concept should be preserved.

3) Review of Central Area Plan, Neighbourhood Plan, and other policies to determine need for changes.

Work will be reviewed by Technical Committee and CAPIC. A Consultant will be used extensively to prepare designs, renderings and isometric drawings on a block by block basis. A public meeting will be held.

## PHASE 4 - DEVELOPMENT STRATEGIES

Phase 4 of the Study is intended to catalyse development on key blocks. Planning design briefs will be prepared for guidance of publicly and/or privately owned blocks.

Steps in this phase are:

1) Identify blocks based on the importance of the block for redevelopment and to the C.B.D.

2) Develop a planning design brief including land use, massing, setbacks, heights, pedestrian linkages, servicing, historic preservation etc. Visual representations will be prepared to suggest type and appearance of possible development.

Work in this phase will be reviewed by the Technical Committee and CAPIC. A consultant will be used to illustrate the planning design briefs.

PHASE 5 - IMPLEMENTATION

This phase will involve a final report which will include recommendations on:

- o the C.B.D. plan
- o the necessary policy changes; and,
- o setting up the mechanisms for initiating development on key blocks and monitoring.

The work will be reviewed by the Technical Committee and CAPIC. Agency comments will be incorporated as appropriate. The document will be presented to the Planning and Development Committee at a public meeting and the necessary approvals obtained from Council.

## 4. PUBLIC PARTICIPATION AND TECHNICAL SUPPORT

The involvement of a Technical Committee and the Central Area Plan Implementation Committee has already been noted in the Study Approach. A Technical Committee would be formed from the following agencies:

- o Planning Development Department;
- o Community Development Department;
- o Real Estate Department;
- o Traffic Department;
- o Economic Development Department; and,
- o Ministry of Municipal Affiars.

CAPIC will provide public participation in addition to the opportunities for public comment provided through public meetings in Phase 3 and Phase 5. CAPIC was formed from the CAPAC committee which prepared the original Central Area Plan during 1979 and 1980.

The current CAPIC membership is as follows:

Alderman David Christopherson (Chairman)
John Nolan (Vice-Chairman), Chamber of Commerce
Dr. Andrew Burghardt, (Dr. Bill Anderson - alternative), McMaster University
Mark Boyak, Hamilton Real Estate Board
Bruce Charlton
Russell Elman, Coalition on Sensible Transit and Durand Association
Ozzie Ferguson, United Senior Citizens of Ontario
Rev. Charles Forsyth, First Place
Arthur Lomax, Hamilton Automobile Club
Howard Mark, Local Architectural Conservation Advisory Committee
Gabriel Etele, Downtown Business Improvement Area
Kay Nolan, Hamilton-Wentworth Roman Catholic Separate School Board
Bruce Rankin, Hamilton Society of Architects
Gillian Simmons, North End Neighbourhood
Gloria DeSantis (Clodagh Stoker-Long, alternative) Social Planning and Research Council
Marvin Wasserman, King East Business Association
David Cohen, Corktown Stinson Neighbourhoods

This committee advises the Planning and Development Committee on Central Area matters.

The Planning and Development Department will co-ordinate the project. Architectural/Urban Design Consultants will be used to supplement in-house expertise.

## 5. STUDY TIMING

It is anticipated that the study will take one year of lapsed time in accordance to the Critical Path in Appendix 1.

## 6. STUDY COSTS

The total cost of the study is estimated to be $70,000 broken down in Table 1.

It is anticipated that funding for 50% of the Study Costs could be provided from the Ministry of Municipal Affairs in the form of a Community Planning Grant. The City would be responsible for the remaining costs of the study, which would be derived from the Planning and Development Department's budget, through assignment of Planning staff and support services.

TABLE 1

CENTRAL BUSINESS DISTRICT STUDY

ESTIMATE OF STAFF TIME AND COSTS

| | | | |
|---|---|---|---|
| Phase 1 | BACKGROUND | DAYS | COST $ |
| | Manager | 5 | 1,190 |
| | Planner 1 | 10 | 1,890 |
| | Planner 3 | 10 | 1,540 |
| | Student | 60 | 8,100 |
| | | 85 | 12,720 |
| Phase 2 | ANALYSIS | DAYS | COST $ |
| | Manager | 5 | 1,190 |
| | Planner 1 | 25 | 4,725 |
| | Planner 3 | 25 | 3,850 |
| | | 55 | 9,765 |
| Phase 3 | POLICY DEVELOPMENT | DAYS | COST $ |
| | Manager | 10 | 2,380 |
| | Planner 1 | 20 | 3,780 |
| | Planner 3 | 20 | 3,080 |
| | | 50 | 9,240 |
| Phase 4 | DEVELOPMENT STRATEGIES | DAYS | COST $ |
| | Manager | 10 | 2,380 |
| | Planner 1 | 10 | 1,890 |
| | Planner 3 | 20 | 3,080 |
| | | 40 | 7,350 |
| Phase 5 | IMPLEMENTATION | | |
| | Manager | 5 | 1,190 |
| | Planner 1 | 20 | 3,780 |
| | | 25 | 4,970 |
| Planning Department Staff Time - Total | | 225 | 44,045 |

Note: All costs based on 1988 rates.

TABLE 1 Cont'd ...

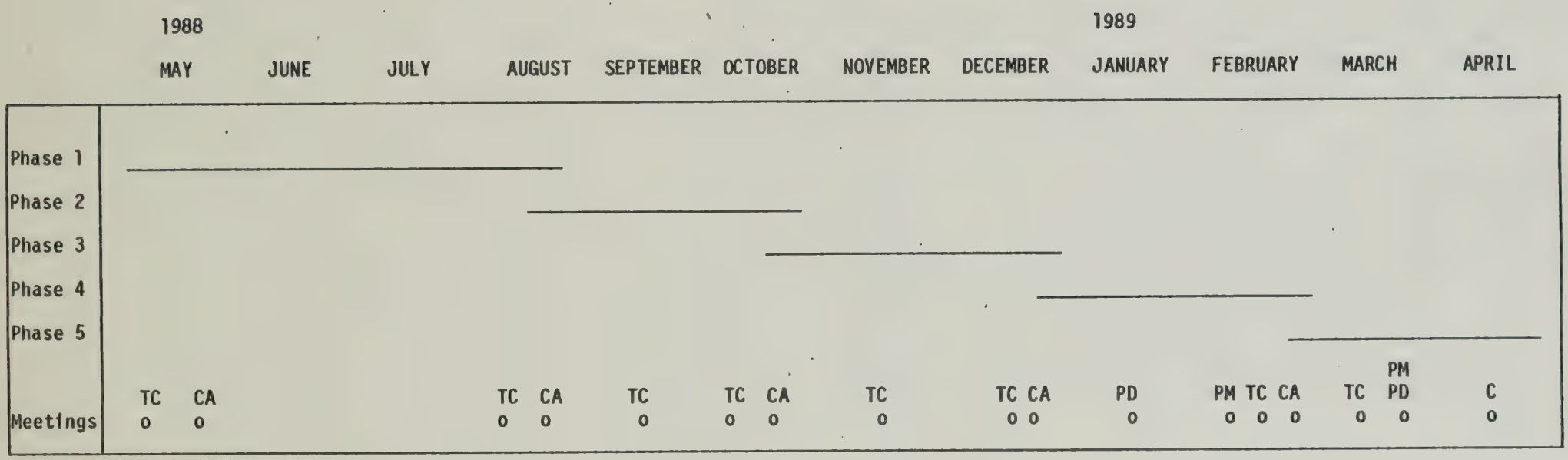
SUMMARY COST

| | |
|---|---|
| Planning Department Staff (255 days) | $44,045 |
| Consultant | 10,000 |
| Cartographic and Technical Support | 7,000 |
| Printing | 5,000 |
| Secretarial/Administrative | 2,000 |
| Computer | 500 |
| Contingency | 1,455 |
| GRAND TOTAL | $70,000 |

BJ:DG/dkp/CS

WP 0056P

# CENTRAL BUSINESS DISTRICT - CRITICAL PATH




TC Technical Committee
CA Central Area Plan Implementation Committee (CAPIC)
PD Planning and Development Committee
PM Public Meeting
C Council

THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
71 Main Street West, Hamilton, Ontario L8N 3T4

February 11, 1988

Attention of

P5-4-7

I attach an extract from a paper by a planner from the City of Coventry, U.K., who worked in New South Wales, and more recently, in Windsor, Ontario, on job exchanges. The extract shows his view of the contrasts of the three systems and put planning in Ontario into a "global" context!

David Godley

DG:CS
Attach.

## PART III

## CONTRASTS, STRENGTHS AND WEAKNESSES - ONTARIO

In Part I of this report I presented what I regard as some of the more pertinent facts about Canada and Ontario - to provide a thumbnail sketch giving as much information as possible about the Canadian context in the least amount of space. The presentation gradually focused-in from a general description of geographical, historical and political features of the country as a whole towards Ontario, local government and planning in that order. Part II described in some detail the planning sytem currently operating in Ontario province under the 1983 Planning Act.

Having outlined the context and the system I would now like to briefly consider some of the more obvious differences between planning in Ontario and planning as carried out in the U.K. and in New South Wales, Australia. What follows are my own opinions, with a distinct development control bias, based on experience working in all 3 countries - albeit a relatively short period of time in Ontario with only one employer.

The features of the Ontario planning system that have particularly caught my attention are:

### (A) LARGE NUMBER AND VARIETY OF COUNCILS

Local government in Ontario is split between numerous types of local authority as described in the previous sections. This is due partly to history and partly to geography. Whatever the reason, it would seem desirable to standardize the municipal structure, simplify the legislative provisions and bring the whole of the province under one form of local government. Just as there are many types of council with great variety in their functions, so too their resources differ widely. Many councils simply do not have sufficient funds generated by local property and business taxes to operate services efficiently or at a satisfactory level.

Amalgamation of local authorities into larger administrations would seem to be called for. In this way, economies of scale could be realized, "vested interests" would have less opportunity to dominate councils and control over local government purse strings by the provincial government would be reduced.

In general, local councils in Ontario tend to be much smaller than those in the U.K., at least as regards the size of the populations they serve. In terms of land area covered they may however be infinitely superior with some municipalities in the north running into several thousand square kilometres - just like Australia.

Local government in Ontario is not organized openly on party political lines unlike the situation in Britain. Corruption is less of an issue in Ontario than for example in Australia but no doubt vested interests are being pursued in some of the smaller councils in much the same way.

(B) EMPHASIS ON LAND USE PLANNING

Planning in Ontario is almost entirely centred on land use issued. It is an extremely physically-oriented type of planning with the "blueprint" or "masterplan" solution the preferred product. Socio-economic issues are paid only lip-service in the legislation and little attempt is made to influence social patterns and economic development. It is a system that responds to changes in activity by amendments to the official plan and zoning by-laws after the event rather than predicting and channelling structural changes in accordance with wider planning principles. The field of planning is therefore so much narrower than in Britain where planning has become a predictive and multi-disciplinary endeavour. It is also narrower than in Australia. There the emphasis is still perhaps largely on physical issues but the environmental consequences flowing from a development are examined from a total perspective.

Judging from my personal experiences in Windsor, Ontario and talking to officers of the provincial government it would appear that planning has stood virtually still in this part of Canada for some time; reflecting perhaps the evolutionary nature of the legislation with few dramatic changes and a lack of desire for progress on the part of the politicians and professionals. The relatively weak professional organization - the Canadian Institute of Planners - can be seen either as the product of this stale and intellecturally barren climate or perhaps less kindly, as responsible in part for the stagnation of planning in Ontario at a level comparable to that of the 1960's and 1970's in Britain. True, there have been some advances - such as site plan control, bonds, sound/vibration analysis and control - but these are relatively few in number. The basic system remains largely unaltered and Ontario planners appear in general to be less receptive to change than in other working environments.

(C) LACK OF ACCOUNTABILITY

There is less public accountability in Ontario than in other planning systems under which I have worked. Take for example the Committee of Adjustment. This is a municipal administrative tribunal set up under the Planning Act 1983 to deal with minor zoning variances, land severances, conveyances, easements, etc. The members are appointed by the Council for a 3-year term based on political, charitable and other "good works", influence or just plain business connections. They are not elected by the population at large on which they pronounce judgment - these are nominated appointments for which the members are paid generous allowances. The Committee may be appointed by the Council yet in practice it beholds to no-one. In theory the Council has a right of appeal against its decisions, as do the general public, but this is exercised only rarely in Windsor and only in respect of the most outrageous decisions.

I have "serviced" this Committee with planning advice for a period of 3-1/2 months. During this time scarcely any application has been rejected despite numerous recommendations of refusal. The members have little planning expertise - and very little time for planners who are listened to more or less politely and then promptly ignored as being unrealistic, out of touch with commercial realities and superfluous to decision making.

Whether the applicant/agent is known to the Committee and whether there are personal circumstances seem to carry far more weight than planning principles!

The Committee of Adjustment in Windsor has become a vehicle for circumventing much of the planning control in the city. And to my way of thinking, this is due in no small measure to the Committee's lack of public accountability for its decisions.

(D) FREE ENTERPRISE PRINCIPLE

This is the name of the game in Ontario and I believe throughout most of Canada and the States. This ethic pervades all aspects of planning activity and is a severe constraint on what a planner can and cannot do. You only have to walk (or in Canada drive, since no-one walks!) along the main street downtown or along an arterial road to see the results of free enterprise. Strip commercial development is everywhere accompanied by glaring advertising displays. Everyone is in competition and trying to out-promote his or her neighbour. Signs get larger, more brightly illuminated and now animated to attract the public's attention. And how does planning endeavour to control such commercial excesses? It does so in a half-hearted manner. It prohibits only the very worst through zoning and other by-laws. Below certain generous limits a business operator is free to do just as he pleases. And believe me he chooses to do so - again, again and again. Signs are everywhere, destroying the streetscape. In Windsor even advertising displays that do not meet the by-law will almost certainly end up being approved - courtesy of the Committee of Adjustment! Either that or the Building Department, responsible for all enforcement in Windsor, is likely to turn a blind eye.

Virtually the whole of the frontage of arterial roads in cities is built up with commercial uses. Not just for a few hundred yards, but mile upon mile of commercial activity - the fast food franchises (McDonald's, Pizza Hut, Arby's, Wendy's, Burger King, Red Lobster, Taco Bell to name just a few) and motels by the score. On more than one occasion I wondered whether the situation could be any worse if there was no planning control at all!

And take shopping as another example. Suburban shopping centres are springing up everywhere on the outskirts of cities such as Windsor. Not just moderate-size and few. They are enormous and numerous. In fact the market for shopping appears to be swamped. At city planning level no attempt is made to consider planning issues such as trade diversion, alternative uses, investment in the downtown area, etc. Everything is left to chance and to free enterprise - the marketplace will guarantee the necessary adjustment. And it has - the downtown core of Windsor centred on Ouellette Avenue has lost all of its big shops; the main street has the appearance of a ghost town on Saturday mornings. All that is missing are the tumble-weeds blowing in the wind! A slight exaggeration of course. The downtown area has of necessity had to change its function. Instead of serving the shopping needs of the whole city it now services the nearby American market with specialized items such as furs, souvenirs, jewellry, china and sex - adult entertainment parlours being outlawed in Detroit across the river!

## (E) DESIGN CONTROL

There really isn't any; its as simple as that, and it shows. The zoning by-laws specify what uses are permitted (and by implication those that aren't) and set down detailed regulations reading lot size, road frontage, setbacks, side-yard widths, density, height of buildings, floor area ratio, etc. etc. But zoning does not control design or appearance. Site plan control may provide a rudimentary mechanism for determining layout, "conceptual configuration", parking, garbage storage, lighting, drainage and landscaping but again it does not extend to design, materials, etc. and only usually covers part of a municipality's area.

The system works fairly well where lots are large as in some of the more prestigious suburbs. Each house may be individually designed, constructed of different materials and generally of a contrasting brick-colour and/or painted timber cladding (or aluminum siding) with reasonable gaps between buildings and a landscaped setting. The lack of detailed design control may be an advantage in these circumstances, promoting variety and individuality (see photograph 1 overleaf as an example).

Where the system breaks down is in the less desirable locations or where there is pressure for subdivision into smaller lots. Here the results can be poor, as witnessed in photograph 2 - taken, would you believe, in a relatively upmarket location where everyone is scrambling to acquire a piece of Detroit River frontage. The end product is a mixture of design styles, materials, colours and site layout all in close physical proximity. There is no common design theme and the poor streetscape is made worse by the total absence of landscaping and the overhead electricity lines so typical of North America.

In this regard planning in Ontario just does not go far enough. Everything is left to the project architect who tends to look at his site in isolation without considering the relationship with adjacent developments (see photograph 3). By way of contrast the "permit" system of development control operating in the U.K. affords really the ultimate in design control - an absolute necessity of course in a crowded land supporting a dense population.

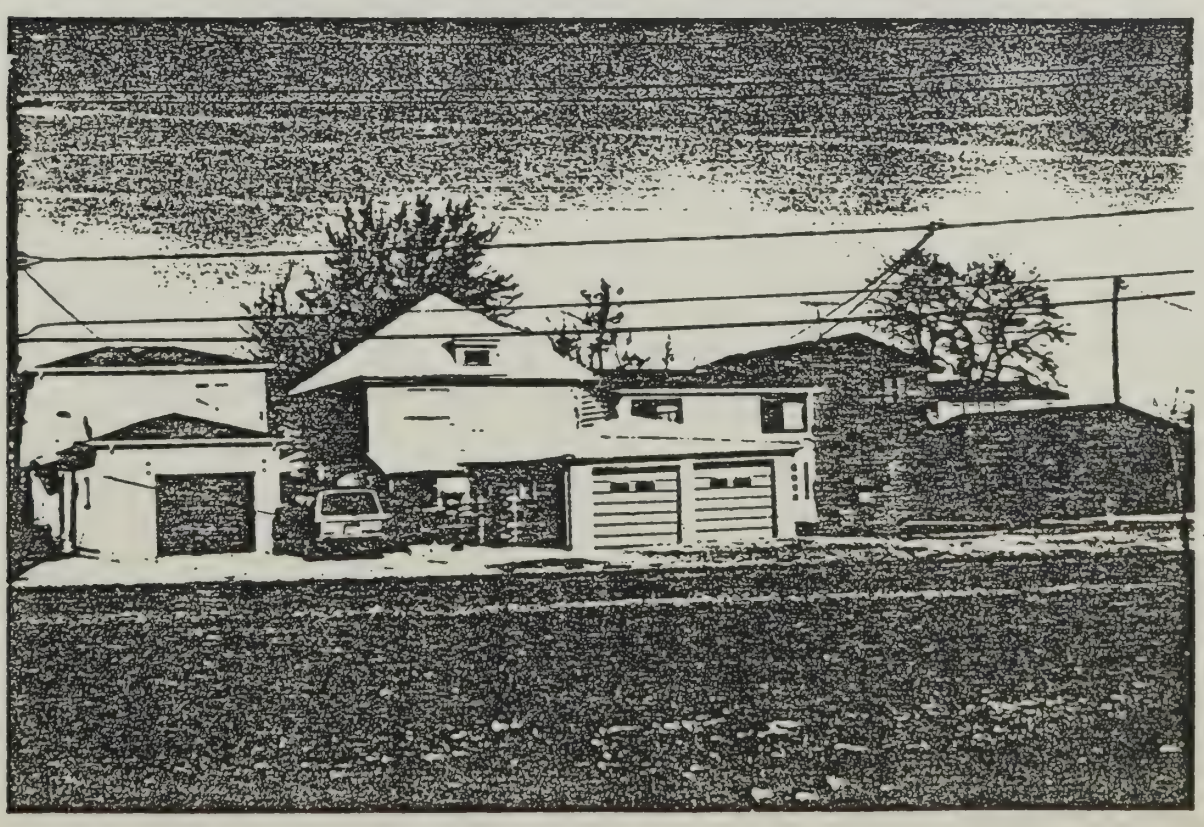
## (F) FLEXIBILITY?

The planning system operating in Ontario is perhaps more flexible than that of N.S.W., Australia. The "variances" that the Committee of Adjustment is able to grant go further and the procedures for doing so are simpler than those allowed for under State Environmental Planning Policy No. 1 in New South Wales, Australia. Yet the system is still nowhere near as flexible as in the U.K. In England the "departure" procedure enables all minor departures to be dealt with by the council. Major changes from the development plan can also be approved but these are subject to a referral to the Department of the Environment (central government). The time limit imposed on that referral and the D.O.E.'s reluctance (instruction!) to interfere in any but the most major of issues ensures a relatively rapid decision.



PHOTOGRAPH 1 - THE GOOD

PHOTOGRAPH 2 - THE BAD





PHOTOGRAPH 3 – AND THE UGLY!

In contrast, any major conflict with a zoning by-law in Ontario requires a rezoning application and sometimes an official plan amendment as well. Like the amending "local environmental plan" in Australia, this may be a time-consuming business that tries the patience of all but the most placid of developers.

One major plus over the zoning system operating in New South Wales is that in Ontario a developer can himself initiate a rezoning by means of an application and he can appeal any refusal. In New South Wales this is simply not the case - he must firstly persuade the Council to amend the local environmental plan to allow his development proposal to proceed.

So to sum up. In terms of flexibility of the planning system, I see Britain at one end (supremely flexible), Australia at the opposite extreme (inflexible) with Canada somewhere in between. This is not to say that the British system is necessarily better. The planning system must be related to its operating context. It is there to serve and meet the particular requirements and aspirations of the country's population.

## (G) THIRD PARTY RIGHTS OF APPEAL

Not everything in Ontario is inferior to the U.K. planning system you will be pleased to hear! In terms of third party rights of appeal, Ontario is distinctly ahead of Britain. Third parties may appeal rezoning decisions and those of the Committee of Adjustment (severances; variances), to the O.M.B. This is quite an achievement and goes further than the N.S.W. provisions which only allow third party appeals against "designated" developments. Yet I cannot see how those rights can be transferred to the British situation. If every person had a right of appeal against approval of his neighbour's extension, the country's planning system would grind to a halt! So if the U.K. is to "advance" on these lines, I see progress being more on the N.S.W. rather than the Ontario model.

And good as these third party rights may be in Canada, they are not comprehensive or consistent across the whole range of development control activities. It seems to me that the lack of obligatory public notification and third party appeal opportunities for site plan control applications is a glaring omission. One appeal hearing I attended in Windsor clearly demonstrated that the public may be more concerned about site plan control details (e.g. parking and loading arrangements; fencing; tree planting; earth berms) than the rezoning itself which was the subject of the public inquiry.

## (H) LEGAL AGREEMENTS

The Ontario planning system is characterized by a whole series of negotiated agreements between developer and council - far more so than in England where everything is generally rolled into one, that is, the "planning permission" (or "permit"). Typically in Ontario there are, in addition to rezoning approvals and building permits, such things as "servicing agreements", "site plan control agreements", "operating agreements", "maintenance agreements", etc. These agreements are generally registered on title and therefore enforceable through the courts against the developer and subsequent land owners.

The advantages are obvious. Because of the legal nature of the agreements, developers and later the purchasers are more likely to abide by them than in the U.K. where all planning conditions are capable of being appealed. Also, since the agreements are negotiated there is generally a greater acceptance of their provisions. By way of contrast, planning conditions in England are usually imposed by the council on the developer with little if any prior consultation. The only exception is the Section 52 Agreement used in the U.K. to negotiate some wider "planning gain" for the benefit of the community.

There are however also some drawbacks to the Ontario agreements. They complicate the planning process, provide many opportunities for delay and generally increase the cost to the developer. For example, the opportunity is frequently taken by the council to protect the municipality's requirements through performance and maintenance bonds.

## (I) PUBLIC GUIDELINES

Perhaps the most positive feature of the planning system in Ontario is that the zoning by-laws and regulations inform the public clearly in writing and in exact terms what is acceptable from a planning standpoint.

Generally, if the by-law can be met, the development can be carried out with only a building permit required to control building standards. Much of the straightforward, simple types of development that are "acceptable" (rather than necessarily the "optimum") are filtered out of the planning system altogether. The council is therefore able to concentrate on more complex issues where development proposals need to be carefully assessed. Likewise, the site plan control application, by excluding considerations of design and internal layout, is able to reduce the municipal council's involvement to matters considered to be of greatest planning significance.

This sounds fine in theory. Indeed the by-law is generally quite easy to read and understand - in total contrast to the Australian local environmental plan where one needs a degree in law to appreciate its meaning. But there is of course a price to pay for simplicity. It is, despite its many subsections, a very crude and blunt instrument. Many unneighbourly developments are allowed and there is no quality control. And the opposite is true - many innocuous uses are prohibited. It is of course impossible to legislate for every circumstance - only by a "merits" approach can one hope to control in the most comprehensive manner. Perhaps the U.K. system of "every application considered on its individual merits" coupled with a General Development Order (to exclude certain minor developments from requiring planning approval) is, after all, the fairest system capable of being devised? - at least from the planner's perspective!

(J) USER PAYS

This is a very important feature of development control in Ontario. The developer is made to bear a substantial proportion of the cost of local government services. In new subdivisions for example, the developer will be required to provide and/or pay for sewers, roads and sidewalk infrastructure, street lighting and a host of other ancillary works through conditions imposed on the registered plan of subdivision and servicing agreements. Even in developed areas where services are already in existence and there is adequate space capacity, the developer must pay impost charges running into several thousand dollars per dwelling site/unit. These changes are meant to offset the cost of earlier infrastructure development and to cater for any necessary enhancement of facilities.

The principle of 'user pays' extends way beyond infrastructure provision. Charges for planning administration are made through application fees. The developer is required to contribute towards the costs of rezoning and official plan amendments, and to foot the entire bill for legal agreements. (Even a planner from another country working in Canada is made to purchase a work permit!). And nothing is left to chance. Wherever a consent requires the developer to undertake some work, this is reinforced by performance and maintenance bonds or letters of credit.

There are also the gratuitous conveyances of land to the municipality - for parks and other purposes. The parks levy is so institutionalized that it has found its way into the legislation!

It may be that planning in the U.K. is heading in the direction of "user pays" - there are signs, for example, in planning application fees and the more common use of Section 52 agreements to negotiate public benefits (or planning gains). But we have a long way to go to catch up with both Ontario and N.S.W. - who have become acknowledged experts in screwing the developer!

(K) ENFORCEMENT OF PLANNING CONTROL

Enforcement is really less of an issue in Ontario than in England. It certainly takes up less of a municipal council's resources. And the reasons are simple. In Ontario it is an offence to carry out any works or uses in contravention of a by-law or without the necessary building permit. Offenders can be prosecuted through the courts without going through any formal administrative procedure of "enforcement notice" and rights of appeal. Because of the possibility of more or less immediate financial penalties, potential offenders think twice before deliberately flouting planning law and there are fewer opportunities for "illegal" short-term profits.

Yet another advantage of the Canadian system is the legal agreements so common place in development control. These are registered on title so that all subsequent owners are bound in law. The requirements run with the land and if works are not undertaken promptly as specified in the agreement cash or credit bonds may be forfeited. The developer has therefore a strong incentive to "play the game"!

Interestingly, in Windsor all enforcement of the zoning and other by-laws is undertaken by the building inspectors. There are no "enforcement officers" as such employed in the Planning Department.

## (L) ENVIRONMENTAL IMPACT ASSESSMENT

Ontario has not gone as far as NSW, Australia, in developing a general system of environmental impact assessment. It is not a requirement of the private developer in the everyday planning scene that he prepares an environmental impact statement to accompany and justify his development proposal. Yet major public development projects such as hydro-electric power schemes, flood control works and electricity transmission lines are already subject to these controls. It may be that Ontario has chosen the correct balance. The system catches the largest schemes that have the greatest potential to cause widespread environmental harm but does not overburden local government or financially penalize the private sector. The signs are that the U.K. will follow the Canadian experience, rather than the Australian. (for a discussion of "environmental impact assessment" see Volume I).

## (M) HISTORIC BUILDINGS

Ontario really has no proper system in place to prevent the loss of buildings of historic or architectural value. All that the legislation does is to provide a breathing space in the hope that the developer will in some magical way be persuaded to change his mind or that municipal funds can be made available to purchase the property. And this weakness shows. In general the only buildings of character saved from demolition or substantial alterations are those that the council acquire, those that fall into the hands of philanthropic agencies or those purchased by professionals keen on projecting a certain image.

Just as in Australia, if the owner is not prepared to conserve a building there is really nothing that the council can do. The "property rights" ethic is too firmly ingrained into the public conscience to stand for interference with what a person can or cannot do with his own land.

## (N) SUMMARY

These then are some of the differences I have become aware of during my time in Windsor, Ontario. In terms of relative "strengths" and "weaknesses" compared with the British planning system the following is my select list of the best and worse features:

STRENGTHS:

- Third party rights of appeal;
- Reasonable flexibility of planning system compared with Australia ;
- Multitude of legal agreements available;
- Public informed exactly of planning requirements;
- Developer bears cost of municipal services;
- Strong enforcement powers;
- Environmental impact assessment for major public projects

WEAKNESSES:

- Small size, large number and variety of councils;
- Emphasis on land use planning only;
- Lack of public accountability in decision making;
- Free enterprise ethic all pervading;
- Lack of design control;
- Relative inflexibility of planning system compared with U.K.;
- Expensive and time-consuming legal agreements commonplace in development control;
- Lack of protection for historic buildings.

## (O) THE FUTURE

Where is planning heading in Ontario? Unfortunately it doesn't seem to be going very far. Planning has not advanced a great deal during the last 10 or 20 years, and there are few signs of change. Whether this is due to conservative municipal government, a less than dynamic provincial administration or a weak professional institute I really don't know. Perhaps it's a combination of all three.

What is certain is that there is little likelihood that local government planning in Ontario will spearhead the thrust towards economic growth and job creation.

The trends already evident in the U.K. and being talked about in Australia are unlikely to be repeated in Ontario. Canada is following the American rather than the Commonwealth example.

* * * * *



# FIRST-PILGRIM UNITED CHURCH

200 Main Street East, Hamilton, Ontario L8N 1H3, Phone 522-9900

*"A CHURCH THAT IS A COMMUNITY PARTNER"*


January 26, 1988

M E M O R A N D U M

To: David Godley
Central Area Plan Implementation Committee
City Hall,
71 Main Street West,
Hamilton, L8N 3T4

From: C H Forsyth

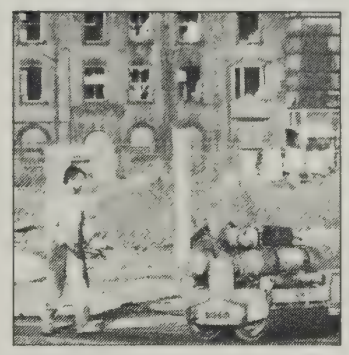
1 Thought you might wish to send this editorial excerpt from The Economist to the CAPIC troops....

20 copies enclosed

Regards!

The Economist

# When cities smile again



THE inner cities are the shame—at times the rioting and burning shame—of the western world. Dereliction, destitution and dirt are most common in wealthy America and now-booming Britain. But walk through rich Amsterdam or poor Naples, through Berlin or Lille, and you will soon find crumbling buildings, filthy streets, vandalised public services, ill-educated people—often brown or black, Arab or Turkish— with badly paid jobs or none at all. In spite of the flight to suburbs, cities are still the centres of government, commerce and culture in the West. Making them nicer places to live in is a vital job for the 1990s.

The first step is to recognise the disease. Much of the answer lies in one word: poverty, both public and private. From Dick Whittington's day, the poor have come to cities to look for work. When they live cheek by jowl with the rich, rather than in distant rural squalor, the rich tend to notice. But the cure with which the rich once salved their consciences—indiscriminate dollops of public money—has helped to make the disease worse. Well-intentioned housing policy is the prime example. In the postwar haste, European city-centre slums were cleared, and replaced with housing owned by one or two mega-landlords, and aimed at one class: the neediest. With slum clearance also went the back-street premises that breed local enterprise. The surviving slums were "protected"—even in the United States—by rent control: so their collapse into final slumdom was guaranteed, because no sane landlord would invest in their repair.

Another policy error was to encourage the flight of jobs. As inevitable economic change was destroying the industries that had created many cities, planners were pushing jobs to the city edge. Some left-leaning local authorities helped to turn flight into rout by their distrust of the private sector. In this, Britain is not alone: "in the mid-1970s several Labour city councils decided to stop all co-operation with private developers" is a description not from Liverpool but Rotterdam.

### The ways out

Recipes for reviving cities are as different as the origins of the cities themselves. But one ingredient is universal. The first thing a decaying inner-city must rebuild is its self-respect. Civic pride is the most striking feature of some American towns that have survived hard times (Baltimore, Boston); of others that have developed from nothing (Atlanta, Charlotte); and of the few that seem to have avoided all the worst inner-city ills (Minneapolis). It is not a quality which either the public sector or the private can instil single-handed. It demands partnership.

The public sector must do some of the groundwork. Only it, not the market, can start clearing the dereliction that frightens off developers and employers. It may need to assemble fragmented sites: on a large scale, as Britain's urban development corporations do, or in small ways, like Modena's city council that made possible the rehabilitation of historic city-centre housing. It must ensure that public housing is properly maintained and managed, that pupils get decent teaching, that transport works, that streets are swept and rubbish collected. Above all, it needs to use public investment to attract private. If services will be better done privately, let them be. Sell public housing to improve the social mix. Within the public sector, allocate cash for any new building to new landlords, while devolving and diversifying management of what remains. Everyone from the socialists of Glasgow city council to the self-helpers who saved Cochran Gardens in St Louis now knows that in this field small (and self-interested) really is beautiful.

Indeed, most city politicians in Europe know the limits to their power to rebuild. It is now the private sector's turn to lend a hand. For British companies, that means reviving long-forgotten echoes of their Victorian origins, when Cadbury's built model houses in Birmingham and Lever Brothers (now Unilever) helped Merseyside prosper at Port Sunlight. As head offices flee to London, where directors can talk more easily to bankers and bureaucrats, the links have weakened between individual companies and the towns where they make their money. They need to be strengthened. American companies have helped to rebuild their home towns, and not because of woolly altruism. Those who put money into Chicago's Dearborn Park or the St Lawrence neighbourhood of Toronto did so partly from self-interest. Make a town an attractive place to live in, and it will be easier to attract good staff, and to persuade top managers to move there.

What, in practice, can the private sector do? Here are a few ideas, aimed mainly at British firms. First, towns need jobs: real jobs, with real employers. Only jobs will wean the inner-city poor off state benefits. So cash in on the decentralisation already under way in Britain, and escape from soaring living costs in and around London. Ask whether a well-publicised link with one town might not be good for the company's image (as it has been for Norwich Union in life assurance, and for the Halifax among building societies).

Then look for ways of making home base a place where the middle classes will want to live. Put money into local arts and sports. Think about the town's appearance: company ar-

chitecture has done almost as much to uglify Britain's inner cities since the second world war as local-government planning officials. Foster tourism—once other people want to come and look at some feature of your town, the battle to boost civic pride is already half-won.

Consider education and training. One of Boston's brightest ideas has been the "Compact" scheme, now copied by London's education authority. Local firms agree to guarantee jobs to youngsters who meet some basic requirements—good attendance, punctuality, minimum grades—in their last years at school. That may be a better way for companies to help raise educational standards than sponsoring the City Technology Colleges which the Thatcher government hopes to establish. In America, 36% of corporate giving goes to education (and only 5% to economic development); though much of that goes to universities, some does not. British firms have been slower to see education as a self-interested priority.

Think about helping local entrepreneurs and suppliers. As more big companies want to contract out the jobs they once did in-house—cleaning, running the canteen, distribution—they have lots of opportunities to help local people build new small businesses. That may mean lending managers (better still, training officers) to people who want to upgrade their skills or turn a one-man outfit into a team.

If all this takes a bit of altruism as well as self-interest, companies might reflect that one of the reasons corporate life became unattractive as a career for the bright young in so many countries in the 1960s and 1970s was that it often seemed to be about money-making and not much else. Restore to companies a little of that shrewd idealism which gave birth to Arco or Cadbury's, that sense of responsibility to the community which Japanese firms have not yet lost, and they may be more popular with recruits—and with local politicians—in the 1990s.

# The Gaza precedent

**Palestinian revenge, blind Israeli reaction: that's how the pillars of the temple crash**



WHAT is happening along the edges of Israel could be the diplomats' nightmare, the thing that breaks peacemakers' hearts. The problem may be changing, while the only visible solution remains unchanged. When such things happen, rational negotiation becomes almost impossible; a mailed fist is liable to smash the bargaining table. It may not be as bad as that, but it will take hard work, and much luck, to prevent it becoming so.

The old problem was how to persuade enough Palestinians to accept Israel's right to exist—and mechanisms to ensure they meant it—so as to get enough Israelis to agree to pull back from most of the land they took in 1967. If that could be done, the men of compromise on both sides could strike their deal. Most other Arabs would give the deal their blessing, with Jordan and maybe Egypt contributing to the enforcement mechanisms. The solution, a division by consent of Israel-Palestine, would have been achieved. The necessary overlapping of ideas seemed tantalisingly close but, a month ago, had still not quite come off. Mr Yasser Arafat was still endlessly dithering. The old, liberal Israel had still not organised its counter-attack against the cold new nationalist one. The peace-seeking fingers had not quite met.

### If the clock strikes midnight

Since last month the question is whether the fingers can ever meet: whether both sides' would-be compromisers have now been shoved into irrelevance. The tyre-burners and stone-throwers of Gaza and the West Bank are not Mr Arafat's agents, let alone those of more straightforward Palestinian believers in a deal with Israel. The rioters' aim seems to be less a fair share of Israel-Palestine than the expunging of Israel in the name of Islam. The reaction in Israel is predictable. The liberal minority has become more liberal, willing now to offer full Palestinian independence in direct talks with Mr Arafat. But it has also become more of a minority, while the frightened majority becomes more intransigent—and bigger.

To this new problem there would be no new solution, unless you count a fight to the finish as a solution: because it would be a confrontation of irreconcilables. The clock, in a sense, has to be turned back to where it stood a month ago. For this, two apparently contradictory actions are required from Israel and from Israel's friends.

Israel's part is an intelligent but emphatic restoration of order in Gaza and the West Bank. The alternative some people recommend—an immediate Israeli withdrawal from the occupied areas, or at least from Gaza—would almost certainly make matters worse. It would undermine those Palestinians who say it is necessary to accept Israel in something like its pre-1967 shape, and strengthen those who will settle for nothing short of Palestine to the sea's edge. The various militant organisations would move into the vacated land. Whereas Israel now faces Arafatists and Jabrilites and Islamic Jihad and the Party of God only on one border, it would then face them on two or three sides. A besieged Israel is unlikely to be a gentler Israel. The Israeli-Palestinian polarisation now merely threatened would be accomplished fact.

This restoration of order has to be carried out much more skilfully, and less bloodily, than Israel's handling of the riots of the past few weeks. The Israelis seem to need advice about the techniques of intelligent policing. It is better that such advice should come from Europe—from Britain and West Germany, and maybe from France—than from the Americans. But Europe must then add its voice to America's for the other part of the operation. This is to tell Israel that, if Palestinians prepared to do business with Israel stay in command of events in the occupied territories, Israel must be prepared to do business with such Palestinians. A policy of permanent occupation is not only corrupting for Israel. It will cost Israel

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

CA4 ON HBC A05
C51P4C
1988

March 10, 1988

P5-4-7-9

TO: All CAPIC Members

RE: Special CAPIC Meeting - GO Train Extension Program

This is a notice of a special CAPIC meeting to formalize CAPIC's position on the GO Train Extension Program. The meeting is scheduled for:

Friday, March 18, 1988 at 9:30 a.m.
in Room 233, City Hall

Since the only item for discussion is the GO Train Study, an agenda has not been prepared. Please bring your copies of the draft report to the Planning and Development Committee for the discussion.

It is essential that CAPIC establish a position on the Program at the meeting in order to lead the way for the City's comments, within the consultant's time frame.

For members who require parking, one day parking tags will be available in Room 219, prior to the meeting.

If you have any questions, please call Bill Janssen at 526-4148. We look forward to hearing your comments at this meeting.

Yours truly,

David Godley

D. Godley
CAPIC Co-ordinator

BJ:CS

URBAN MUNICIPAL
MAR 15
GO [illegible]

PT B
CA4 ON HBL A05
C5IP4C
1988

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

P5-4-7-9

March 16, 1988

MEMORANDUM

TO: ALL CAPIC MEMBERS

FROM: David Godley

RE: Next Regular CAPIC Meeting

This is a reminder that the next regular CAPIC meeting has been scheduled for:

Friday, March 25, 1988 at 9:30
in Room 219 in City Hall

The minutes of the February 26th meeting is attached. The agenda for the meeting has already been circulated.

As usual, one-day parking tags will be available prior to the meeting.

We look forward to seeing you at this meeting.

Yours truly,

David Godley,
CAPIC Co-Ordinator

B.J.:nd

W.P. DOC. 0186P

MARCH 16/88

CENTRAL AREA PLAN IMPLEMENTATION
COMMITTEE MEETING

ROOM 219, CITY HALL

FRIDAY, FEBRUARY 26, 1988
9:30 A.M.

# M I N U T E S

## Members Attending

Alderman David Christopherson - Chairman
Russell Elman - Durand and COST
Clodagh Stoker-Long - Social Planning and Research Council
Arthur Lomax - Hamilton Automobile Club
Andrew Burghardt - McMaster University
Mark Boyak - Hamilton Real Estate Board
Peter Baker - Hamilton Parking Authority Staff
David Cohen - Corktown-Stinson Neighbourhoods
Marvin Wasserman - King East Business Association
Gil Simmons - North End
Ozzie Ferguson - United Senior Citizens
Bruce Rankin - Hamilton Society of Architects

## Regrets

John Nolan - Chamber of Commerce
Charles Forsyth - First Place
Kay Nolan - Separate School Board
Gloria DeSantis - Social Planning and Research Council
Gabriel Etele - Downtown BIA

## Staff

John Robinson - Community Planning Department
Roland Karl - Traffic Department
Bill Lambert - Regional Planning
David Godley - Local Planning
Bill Janssen - Local Planning
Haig Yeghouchian - Local Planning

CHAIRMAN'S REMARKS

1. The Chairman called the meeting to order.

MINUTES OF THE PREVIOUS MEETING

2. Arthur Lomax requested that item 18 on page 4 be revised by adding the following to the end of the paragraph:

"...and prevent a major increase in the size of the Committee".

3. The minutes of January 22, 1988 meeting were adopted as revised.

NEW DEVELOPMENTS

4. Bill Janssen gave a brief overview of recent development applications in the Central Area.

PUBLIC EXHIBITIONS

5. David Cohen asked if it was appropriate to hold the public exhibitions in the major malls of the City.

6. Alderman Christopherson said that the malls will provide maximum exposure and allow the public to leisurely react to the Central Area Plan.

7. Roland Karl asked if any advertisement will be placed in the Hamilton Spectator.

8. Arthur Lomax stated that the Central Library should be used for the exhibition.

9. Gil Simmons said that all CAPIC members should be present at the press conference.

10. Alderman Christopherson said that mid-day Friday, April 29, 1988 was a good day for a press release because it will allow sufficient time for the news media to absorb and disseminate the information to the public.

11. Ossie Ferguson asked if senior citizens could be given a preview of the Plan. It was agreed that staff would consider the logistics of such a preview.

12. Russell Elman stated that the press should be advised that CAPIC full endorses the Central Area Plan.

13. Marvin Wasserman supported a special feature supplement in the Hamilton Spectator as a means to arouse public attention and provide a summary of the Central Area Plan.

14. Mark Boyak stated that the exhibition could also be held in the Convention Centre during the Home Show.

15. David Cohen said that the highlights of the Central Area Plan should be presented to the press. He also stated that the newspaper supplement should secure advertisement from private enterprise, otherwise it could be cost prohibitive. To this end, Mark Boyak stated that proponents of major redevelopment projects could be approached for advertisement space.

GO-TRAINS EXTENSION PROGRAM

16. Alderman Christopherson stated a sound CAPIC position and recommendation to the Planning and Development Committee on the GO-station will set the stage for the Central Area Official Plan Amendment report.

17. Gil Simmons said that the Waterdown Road station should not be allowed to function as a main station in the Hamilton area.

18. Alderman Christopherson stated that given the importance of the GO-Station issue perhaps a special meeting of CAPIC should be held to discuss the matter prior to March 9, 1988 Planning and Development Committee meeting. However, the majority of the Committee members expressed interest in initiating discussions at this meeting.

19. Arthur Lomax presented the proposed recommendations of the GO-Train Sub-Committee.

20. Alderman Christopherson stated that each recommendation should be dealt with individually to determine if consensus could be reached amongst Committee members.

21. Roland Karl said that the T.H.&B. GO Station option may not be feasible without reconstruction of the Hunter Street tunnel. Furthermore, once GO Service begins it will be very difficult to reconstruct the tunnel without completely interrupting the service.

22. Gil Simmons and David Cohen stated that they disagree profoundly with the T.H.&B GO Station option. They would prefer CN option in order to safeguard the interests of the residents in Corktown and Stinson Neighbourhoods.

23. Gil Simmons expressed concern regarding possible negative impact from future developments resulting from the GO Station. She stated that local residents usually do not benefit from such developments.

24. David Cohen stated that he does not agree with recommendation #10 of the Sub-Committee report because it is a requirement after the fact.

25. Marvin Wasserman suggested that recommendation #10 should be the principle recommendation and that unless and until the full impact of the T.H.&B. Go-Station option is determined an objective decision cannot be reached.

26. Alderman Christopherson stated that staff will contact the GO-Transit consultants to determine if a "complete impact assessment" is available on both the CN and T.H.&B. station options.

27. The Committee did not reach any conclusions regarding the recommendation on the GO Station options and therefore decided to hold a special meeting prior to the scheduled Planning and Development Committee meeting of March 9, 1988.

28. The Committee did not discuss items 5, 6 and 7 on the agenda.

NEXT MEETING

29. The next regular meeting is scheduled for March 25, 1988. In addition, a special meeting has been scheduled on March 18, 1988 to discuss the GO-station report.

ADJOURNMENT

30. The meeting was adjourned at 12:30 p.m.

H.Y.:nd

W.P. DOC. 0117P

CA4 ON HBLA05
C S1P4C
1988

# capic

## CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

P5-4-7-9

March 9, 1988

TO ALL CAPIC MEMBERS

RE: NEXT CAPIC MEETING

This is a reminder of a CAPIC meeting scheduled for:

FRIDAY, MARCH 25, 1988 at 9:30 a.m.
in Room 219, City Hall

Attached is a copy of the Agenda for the upcoming meeting, as well as the Minutes for the February 26th meeting.

At the next meeting, we will be discussing the Perimeter Road. In addition, CAPIC will discuss its Terms of Reference and the CBD Study. Reports on these two items were circulated with the agenda at the February 26th meeting.

We look forward to seeing you all at this next meeting. As usual, one day parking tags will be available in Room 219, prior to the meeting.

Yours truly,

David Godley

David Godley
CAPIC, Co-ordinator

DG/CS
Attach.
WP 0463P

URBAN MUNICIPAL
MAR 15 19
GOVERNMENT DOCUMENTS

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

MEETING

Friday, March 25, 1988 at 9:30 a.m.

Room 219, City Hall

## A G E N D A

1. Chairman's Remarks
2. Review of the Minutes of the February 25, 1988 meeting
3. Unfinished Business:
   - New Developments;
   - Central Area Plan; and,
   - GO Train Extension Program
4. Perimeter Road - Ted Gill
5. C.A.P.I.C. Terms of Reference
6. Next Priorities - C.B.D. Study
7. Other Business
8. Next Meeting - April 29th - CAPIC Day
9. Adjournment

For further information, please call Bill Janssen at 526-4148.

BJ:CS



THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

# HAMILTON PERIMETER ROAD STUDY

URBAN MUNICIPAL
MAR 15 198
GOVERNMENT DOCUMENTS

PUBLIC FORUM
MARCH 30, 1988
COUNCIL CHAMBERS
CITY HALL
7 P.M.

## Brochure Purpose

The purpose of this brochure is to invite you to present your views regarding the Hamilton Perimeter Road and alternatives west of Bay Street at a Public Forum of Engineering Services Committee. All members of Regional Council will also be invited. The Public Forum will be held in the Council Chambers, 2nd Floor, Hamilton City Hall, 71 Main Street West on March 30, 1988 at 7:00 p.

## Background

In 1978 Regional Council endorsed a corridor for the Hamilton Perimeter Road from Burlington Street at Sherman Avenue to Highway 403. Since that time, many things have changed including population and employment forecasts, the area roadway network, travel patterns, environmental legislation, truck volumes and routes, and municipal policies to enhance the urban environment and encourage economic development.

Because of these changes, Regional Council commissioned a study in the Fall of 1986 to:

1) address existing problems of:

   - truck traffic on downtown streets
   - through traffic on downtown streets
   - through traffic on residential streets

2) alleviate future problems of congestion

3) support policies of:

   - encouraging economic development
   - enhancing the urban environment

This study has included a public involvement program to present alternatives under consideration, review the study's findings and progress, and receive input to incorporate in the decision making process. Three workshop sessions have been held with representatives from government agencies, industries, local interest groups, ratepayers associations and other interested parties. Two public information centres have been held for members of the general public.

The study is proceeding in accordance with a Class Environmental Assessment for Municipal Road Projects.

## Feasible Concept

A feasible concept for the Hamilton Perimeter road has been developed, as shown on the exhibit, and is as follows:

- connection to Highway 403 with an interchange either south of the Desjardins Canal or adjacent to Princess Point
- one of three alignments between Highway 403 and Bay Street
- a full interchange at Bay Street with protection for an eastbound on ramp at John Street
- construction at track level between Strachan Street and the CN mainline
- reconstruction of portions of Bay Street from the Perimeter Road southerly
- an interchange at Victoria/Wellington with road and rail grade separation
- the widening of Burlington Street from Victoria Avenue to Sherman Ave. from four to six lanes with provision for turning lanes or medians

Estimated construction cost, excluding property, east of Bay Street is $23 Million.

## North Side Alternative

*Description*

Running westerly from an interchange at Bay Street, the North Side Alignment is at track level on fill in the Harbour, in a tunnel south of the Desjardins Canal, and connects to Highway 403 with an interchange south of the Desjardins Canal just above water level.

*Advantages*

- Public access would be provided by a linear park along the shoreline.
- There is potential to provide fish and wildlife habitat enhancement.
- The impact on rail operations to CN would be minimized.
- A positive image of the City is created by the waterfront views.

*Disadvantages*

- Approval of, or change of mandate of the Hamilton Harbour Commission is required.
- There would be noise impacts in the west end of Hamilton Harbour.
- The proposed Hamilton Waterfront Park would be affected by noise and proximity impacts.
- The surface area of the Harbour would be reduced by approximately 0.5%.
- The water volume of the Harbour would be reduced.
- 5000 $m^3$ of fill would be required for interchange ramps in Cootes Paradise just south of the Desjardins Canal.
- A substantial portion of the existing fisheries habitat in Hamilton Harbour would be affected or removed by construction. Recolonization by most of the existing species is highly likely.

*Construction Cost* (excluding property) - $48 Million

## The Engineering Service Committee Public Forum

The Public Forum provides an opportunity for written and verbal submissions from interested individuals or groups to be considered by Regional Councillors.

If you wish to present a written submission, it must be submitted one week in advance of the Public Forum. Authors of the written submissions can also make a verbal presentation of up to five minutes in length at the Public Forum.

You may also speak at the Public Forum without submitting a written brief.

Written briefs or requests to speak must be received by Wednesday March 23, 1988 by the Secretary of the Engineering Services Committee, Mr. Lou Franco at 526-4209 or 71 Main Street West, Hamilton, Ontario, L8N 3T4.

# THE ALTERNATIVES WEST OF BAY STREET

## South/North Side Alternative

*Description*

Running westerly from an interchange at Bay Street, the South/North Side Alternative is on an elevated structure across the CN tracks, along the south side of the CN yard, and back across the CN tracks, where it runs at track level on fill in the Harbour to a tunnel south of the Desjardins Canal, and connects to Highway 403 with an interchange south of the Desjardins Canal just above water level.

*Advantages*

- Public access would be provided by a linear park along a portion of the shoreline.
- There would be some increase in separation between the roadway and the proposed Waterfront Park.
- There is potential along portions of the route to provide enhanced fish and waterfowl habitat.
- A positive image of the City is created by the waterfront views.

*Disadvantages*

- Approval of, or change of mandate of the Hamilton Harbour Commission is required.
- The roadway must be on an elevated structure through the CN yards and it is not possible to effectively reduce noise and visual impacts.
- Route Canada and CN property would be required south of the CN mainline.
- The surface area of the Harbour would be reduced by approximately 0.2%.
- Noise and visual impacts on Dundurn Park and on the residential areas at the top of the bluff would occur.
- 5000 $m^3$ of fill would be required for interchange ramps in Cootes Paradise just south of the Desjardins Canal.

*Construction Cost* (excluding property) - $64 Million

## South Side Alternative

*Description*

Running westerly from an interchange at Bay Street, the South Side Alternative crosses over the CN mainline on a bridge structure, returns to ground level at about Queen Street, runs at ground level between STELCO and the CN tracks, into a tunnel under Hamilton Cemetary, and connects to Highway 403 at an elevated interchange adjacent to Princess Point.

*Advantages*

- This option provides the greatest separation from the proposed Hamilton Waterfront Park.
- There would be no direct impact on the exisiting shoreline, water volume, or surface area of Hamilton Harbour.
- Because the roadway would enter a tunnel part way between Dundurn Castle and the Desjardins Canal, noise impacts on the west end of Hamilton Harbour would be somewhat less than the other options.
- There is potential for some reduction in the noise and visual impacts of the at-grade portion between Queen Street and the entrance to the tunnel.
- Approval of, or change of mandate of the Hamilton Harbour Commission would not be required.
- Improves traffic service to/from the south and west on Highway 403.

*Disadvantages*

- The portion of the roadway crossing the CN mainline would be on an elevated structure, and it is not possible to effectively reduce noise and visual impacts.
- Route Canada and CN property would be required, along with track relocation affecting CN and STELCO.
- Limited opportunity to enhance entrance to the City.
- A tunnel 450m in length would be required under Hamilton Cemetary.
- The interchange and other ramps on Highway 403 would have significant noise, visual, and other proximity impacts on Princess Point, Kay Drage Park, and the Westdale North Neighbourhood.

*Construction Cost* (excluding property) - $93 Million

## City Hall Displays

Exhibits showing the Perimeter Road and the alternatives west of Bay Street will be on display during March on the second floor of City Hall.

## Additional Information

For additional information please contact either of the following individuals:


Mr. Ted Gill, P.Eng.
Planning Manager - Roads
Regional Municipality of Hamilton-Wentworth
71 Main Street West
Hamilton, Ontario
L8N 3T4
Phone: 526-4339

Mr. Jim Horton, P.Eng.
Project Manager
M.M. Dillon Limited
47 Sheppard Avenue East
Willowdale, Ontario
M2N 6H5
Phone: 416-229-4646


Le informazioni contenute nell'allegato opuscolo illustrano il progetto della nuova strada che dovra' unire Burlington Street con la Autostrada No. 403

Pertanto vi preghiamo caldamente di partecipare alle discussioni e proposte relative a questo progetto il giorno 30 Marzo prossimo.

Per ulteriori informazioni in merito vi preghiamo di chiamare Guiseppe Cascella, Reparto Ingegneria, al telefono, 526-4492.

Este panfleto descreve o nosso plano para o desenvolvimento duma via principal ligando a Rua Burlington à Auto-estrada 403 (consulte o mapa).

Desejamos informá-los também que teremos uma reunião aberta ao público no dia 30 de Março de 1988 na Câmara Municipal (City Hall).

Para mais informações, por favor contactem Rosa Miraldo, Centro Português, pelo número 526 9917.




Note:
There are 3 Alternatives West of Bay Street: South Side to SK-22 at Hwy 403
North Side to SK-9B at Hwy 403
South Side with Link to the North Side to SK-9B at Hwy 403

(N.T.S.)

# THE PERIMETER ROAD CONCEPT WITH ALTERNATIVES WEST OF BAY STREET

DILLON

HAMILTON PERIMETER ROAD

# capic

## CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

CA4 ON HBLA05
CSIP46
1988
P5-4-7-9

TO ALL CAPIC MEMBERS

RE: SPECIAL CAPIC MEETING - PERIMETER ROAD

This is a notice of a special CAPIC meeting regarding the Perimeter Road scheduled for:

THURSDAY, APRIL 7, 1988 AT 9:00 a.m.
IN THE COUNCIL CHAMBERS, CITY HALL.

Please note the unusual date, time and location for the meeting.

Since this is a special meeting regarding only one item, the Perimeter Road, an agenda has not been prepared. Some background information on the rationale for the project from the Consultant's Phase 1 Report, is attached for your consideration and review.

As usual, members requiring parking one-day permits will be available in the Council Chambers prior to the meeting.

If you have any questions, please contact Bill Janssen at 526-4148.

Yours truly,

David Godley

D. Godley
CAPIC Co-ordinator

BJ:CS
Attach.

c.c. - Ted Gill

URBAN MUNICIPAL
APR 5 1988
GOVERNMENT DOCUM

## 2.0 STATEMENT OF RATIONALE

This section documents the development of the rationale for the Perimeter Road, summarizes the evaluation of alternatives and presents the recommended concept.

Based on investigations documented in this section, staff of the Regional Municipality of Hamilton-Wentworth are of the opinion that the proposed project represents the most desirable course of action. The potential benefits and effects of the proposal have been carefully weighed in reaching this conclusion.

### 2.1 Purpose of the Project

The purpose of the project is to:

1. address existing problems of:
    - truck traffic on downtown streets
    - through traffic on downtown streets
    - through traffic on residential streets

2. alleviate future problems of congestion

3. support policies of:
    - encouraging economic development
    - enhancing the urban environment

The purpose does not relate only to the traditional rationale of alleviating forecasted congestion. The purpose is to solve a combination of existing and future problems in a manner consistent with, and in support of, Regional Policy. These problems and issues are expanded upon below.

### 2.1.1 The Existing Situation

The arterial network in the west lower City of Hamilton is discontinuous. This situation is the cause of transportation problems and makes it difficult to implement Regional Policies of encouraging economic growth and enhancing the urban environment.

Burlington Street now ends at Bay Street and Barton Street ends at Queen Street. There is no direct connection between the Bay Front Industrial Area and Highway 403. This results in large volumes of car and truck traffic travelling through the downtown.

These downtown streets were not orignally intended for large volumes of traffic. They have:

- narrow rights-of-way
- limited turning radii
- substantial residential frontage
- narrow sidewalks
- buildings abutting the property line

These characteristics make the downtown streets less suitable for high volumes of traffic than arterial roadways built to present standards.

### 2.1.2 Truck Traffic on Downtown Streets

Interviews held with Bay Front industries as part of this study indicate that they are major suppliers to the traditional auto markets in Detroit and Windsor. They are now also supplying the growing auto industry in Cambridge, London, and St. Thomas. The "just-in-time" inventory procedures employed by most manufacturers place almost complete reliance on trucks. Shipping to these and other markets is therefore now almost entirely by truck.

The Bay Front industries are the economic core of the Region. They rely heavily on trucks and will continue to do so. They need efficient direct access to their markets to maintain a competitive position.

Bay Front truck traffic must travel on downtown streets, past residences, through numerous traffic signals and around tight corners to access Highway 403. Under these conditions, trucks are a nuisance in residential areas, incompatible with an urban environment, more expensive to run and maintain, and less efficient in servicing markets.

Every Bay Front Industry interviewed identified poor access to Highway 403 to serve markets to the south and west as a problem today and expect this to worsen with increased economic activity and increased reliance on trucking. Therefore improved access for Bay Front truck traffic is required to complement the Region's policies of supporting this major economic sector.

### 2.1.3 Through Traffic on Downtown Streets

Today, the east-west major arterial streets of King, Main, York and Aberdeen carry approximately 120,000 vehicles per day. This is more than twice the volume now carried on Highway 403 through Hamilton.

This high volume on narrow streets creates greater than desireable:

- noise impacts
- dust
- vibration
- air pollution
- safety hazards

These conditions are inconsistent with an urban environment that encourages:

- pedestrian movement
- sidewalk activities
- street landscaping
- wider sidewalks
- on-street parking

In order to further implement approved municipal policies aimed at improving the urban environment, through traffic should be removed from downtown streets.

### 2.1.4 Through Traffic on Residential Streets

The discontinuous arterial network makes streets in the North End Neighbourhood an attractive route for through traffic. Traffic studies (see Section 3.3) undertaken for this project revealed that one-third of the traffic, 1200 vehicles per hour, in the North End Neighbourhood is infiltrating. This is traffic without an origin or destination within the North End Neighbourhood. It is carried entirely on residential streets.

Many new communities are planned to entirely remove through traffic from residential streets. In older residential areas there is some traffic infiltration. However, for residential streets to carry such large volumes of through traffic is unusual and is considered to be unacceptable by area residents. These volumes detract from the residential environment and cause significant noise and safety problems. Through traffic should eventually be removed from the North End Neighbourhood.

### 2.1.5 Future Congestion

The east-west arterial streets of King, Main, York and Aberdeen, in the west lower city now carry 120,000 vehicles per day. They have a practical capacity of some 150,000 vehicles per day. Based on historical growth this capacity will be reached in less than ten years.

However, the upswing in the economy is generating growth well above the historical norm. Employment in the downtown has remained almost constant over the past 15 years but is expected to increase by 60% over the next 15 years. There is considerable unrealized growth potential as only 7% of the downtown floor space has been constructed to date. Major recent committed projects include the Eaton Centre, Bank of Commerce and numerous condominium projects in the downtown and the proposed Waterfront Park on the Bay Front.

Analysis undertaken in Phase I (See Section 3.4) shows the existing road network cannot accommodate the additional traffic generated by this increased development activity.

Added to this, are plans to reduce the capacity of the present road system to provide an enhanced urban environment, on James Street North and King Street East. Therefore additional east-west arterial roadway capacity will soon be required in the west lower city.

### 2.1.6 Regional and City Policies (Economic and Urban Environment)

The Official Plan of the Regional Municipality of Hamilton-Wentworth designates a corridor for the Perimeter Road and the City's official plan conforms to this.

The Region's adopted Economic Strategy is to attract population, attract new jobs, keep existing jobs, encourage small business and to develop a Regional Centre in downtown Hamilton to its fullest potential. The strategy recognizes the importance of transportation improvements in achieving these goals. Specifically the strategy identifies the Perimeter Road as:

- improving access to the Bay Front Industrial Area
- facilitating access to the downtown
- diverting traffic from the downtown
- improving access to the Waterfront Park

The City's Central Area Plan is aimed at creating an environment conducive to investment, regeneration and growth. To implement these policies specific objectives are to:

- provide access to the downtown
- divert through traffic from the downtown
- divert traffic from residential areas
- improve the pedestrian environment

The Central Area Plan recognizes the importance of the Perimeter Road to the Central Area in providing a high level of service to the Region.

Improved access is also required to support the City's on-going Residential Enclaves Program. The enclaves are nine small areas of older housing located within the heavy industrial area north of the CN tracks in Hamilton. Some of these areas have been proposed for industrial uses in the City's Official Plan. The City's general intent of the program is to save the best enclaves for continued residential use and to develop the others for industrial purposes. The Perimeter Road would increase industrial redevelopment potential for the Land and Alpha enclaves and improve the residential development potential for the Keith enclave.

The importance of enhancing the urban environment through such measures as removal of traffic from the downtown and widening sidewalks is identified in the Region's Economic Strategy and the City's Downtown Action Plan has resulted in an extensive ongoing program aimed at making the downtown more attractive to pedestrians and shoppers. The Downtown Action Plan calls for wider sidewalks that result in less roadway capacity. The plan identifies the need for major roadway alternatives in order to implement many of its recommendations.

To date $6.5M has been invested in upgrading the downtown, a further $3.2M over the next 2 years has also been allocated. This significant sum of money indicates the commitment by the City to improving the downtown urban environment.

The Perimeter Road would provide improved local and regional access to the Waterfront Park. The Waterfront Park Master Plan was adopted by Council in September 1985. It is a major tourist and recreational facility intended to increase accessibility and use of the waterfront.

Proposed uses are:

- Crystal Palace for botanical/horticultural displays and programmed activities
- IMAX theatre
- small outdoor amphitheatre
- swimming/skating lagoon
- upgraded marine facilities
- landscaped open areas
- childrens play areas

In summary, key factors in support of the Region's and City's Policies of promoting economic development and enhancing the urban environment are:

- improved access to the downtown
- reduced through traffic in the downtown
- increased east-west capacity
- improved access to the Waterfront Park

## 2.2 Objectives of the Project

Based on the problems, issues and policies identified above, the specific objectives of the project can be summarized as follows:

1. **Reduce traffic volumes (heavy trucks and automobiles);**

   **- on the parallel street system, and**
   **- in the North End residential neighbourhood.**

2. **Increase east-west arterial roadway capacity in the west lower City.**

3. **Improve access to the downtown.**

4. **Support City and Regional policies to enhance the urban environment.**

5. **Improve access to the proposed Waterfront Park.**

6. **Support Regional policy for increasing economic development.**

7. **Minimize impacts to the social/economic/natural environment.**

To address these objectives, the following sections discuss:

- strategic planning alternatives
- roadway corridor alternatives
- alignment alternatives

## 2.3 Appropriate Planning Alternatives

### 2.3.1 Definition of Planning Alternatives

To address the problems, issues and policies outlined in 2.1, and to meet the objectives outlined in 2.2, the following planning strategies were formulated:

(i) No-Action Alternative

The No-Action Alternative is defined as:

1. the continued maintenance of present road facilities

2. completion of committed roadway projects

3. non-structural methods of reducing peak hour traffic such as:

    - increased public transit usage
    - increased use of shift work

(ii) Improvements to the Existing Network

Improvements to the existing network include:

1. operational modifications to the road system, of preferential lanes, one-way streets, selective lane additions and intersection improvements

2. the planned expansion of the road system within available rights-of-way

(iii) Major New Roadway Alternatives

These alternatives are new roadways outside of existing or designated rights-of-way.

### 2.3.2 Assessment of Planning Alternatives

The assessment of the three strategies is discussed briefly in the following sections:

(i) No-Action

The no action alternative does not provide a realistic or acceptable solution because:

- the existing roadways will not accommodate the forecasted volumes (See Section 3)
- there would be no reduction in infiltrating traffic through the North End Neighbourhood
- other planned roadway projects would not solve the problems and support Regional and City Policies.
- extensive modification to peak hour travel is not possible due to extensive use of shift work in the Bay Front Industrial Area.
- transit improvement potential is limited (See Section 3)

(ii) Improvements to Existing Network

Existing routes in the downtown such as York, Bay, King, Main, Aberdeen, Cannon/Wilson cannot be widened without extensive and unacceptable property impacts. The Right-of-Way Width Study concluded that there is no realistic potential to widen arterial roads within the west lower city. Furthermore, the widening of existing arterial roadways in this area is contrary to established Regional and City Policies and plans.

Operational modifications have been extensively employed in Hamilton. Traditional methods of improving capacity such as one-way streets, parking removal and intersection widenings have already been implemented. There is little potential to increase capacity on the existing streets through operational modifications.

Therefore the strategy of improving the existing network is considered to be unacceptable and is not considered further.

(iii) Major New Roadway Alternatives

The "No-Action" alternative and the "Improvements to the Existing Network" alternative will not solve the problems of reducing traffic in the downtown and reducing through traffic on residential streets and will not support Regional Policies of encouraging economic growth and enhancing the urban environment.

Consequently the study has concluded that the only feasible method of solving these problems and supporting the Policies is to provide a new roadway. It should be noted that a new roadway link is included in: The City and Regional Official Plans, The Economic Strategy Study, and Central Area Plan.

Alternative locations for a new facility were addressed in the 1978 Perimeter Road Feasibility Study, the results of which are summarized in Section 2.4 below.

## 2.4 The 1978 Perimeter Road Study

Major road expansion alternatives examined as part of the 1978 study were:

a) Construction on causeway across the Bay.

b) Widen existing Barton Street with a tunnel under the Hamilton Cemetery to Highway 403.

c) Widen both existing Barton and Cannon Streets to form a one-way pair with a tunnel under the Hamilton Cemetery to Highway 403.

d) A new roadway along the Bayshore to the Highway 403/ Highway 6 interchange.

e) A new roadway along the Bayshore to connect to Highway 403 with an interchange in the vicinity of the York Boulevard High Level Bridge.

The major roadway expansion alternatives (a), (b), (c) and (d) were considered to be unacceptable due to:

- the extensive property damage required for widening existing streets such as Barton and Wilson.

- unacceptably high costs and environmental impacts for constructing on causeway across the Bay.

- unacceptable impacts to the Royal Botanical Gardens for a connection to the Highway 403/Highway 6 interchange.

The investigations undertaken as part of Phase I of this study have reconfirmed the findings of the 1978 study and have concluded that the corridor identified from the 1978 study is the only viable means of providing for a connection between Burlington Street and Highway 403.

The plan recommended by the 1978 study was as follows:

- Connection to Highway 403 in the general vicinity of the existing York Boulevard ramps with a comparatively high-standard interchange providing for all movements.

- New alignment adjacent to Hamilton Harbour (either on the north side of the railway yards with some fill in the bay, or on the south side on the railway lands).

- New alignment at track level from Victoria Avenue to Bay Street between Strachan Street and the CNR tracks.

- Widening of existing Burlington Street from Sherman Avenue to Victoria Avenue.

In 1978 Regional Council endorsed this route.

## 2.5 Alignment Alternatives

Phase I of this study focussed on the evaluation of alternatives within the corridor identified in the 1978 study at Highway 403 and from Bay Street to Highway 403. From Bay Street easterly alternative access configurations were evaluated.

## 2.6 The Recommended Concept

### 2.6.1 Description of the Recommended Concept

The recommended concept is shown on Figure 1.1 and is as follows:

1. Connection to Highway 403 with a trumpet interchange in the vicinity of the Desjardins Canal.

2. Construction on the north side of the CN tracks west of the CN yards. The location through the CN yards will be determined during Phase II.

3. A full interchange at Bay Street with protection for ramps to and from the east at James and John Streets.

4. Construction at track level through the Strachan Street Corridor.

5. Reconstruction of portions of Bay Street from the Perimeter Road southerly.

6. An interchange at Victoria/Wellington with road and rail grade separation.

7. The widening of Burlington Street from Sherman to Victoria from four to six lanes with provision for turning lanes.

The construction cost of the recommended concept will be between $55M and $70M.

### 2.6.2 Overview of Impacts of the Recommended Concept

Socio-Economic Environment

The Perimeter Road will be a major roadway link in close proximity to the North End Neighbourhood. By depressing the Perimeter Road in the Strachan Street Corridor, many impacts associated with the roadway will be mitigated. However, some noise and visual impacts to the North End Neighbourhood and the Waterfront Park are still expected.

Phase II investigations will examine means of mitigating the potential noise and visual impacts on the North End Neighbourhood and the proposed Waterfront Park.

In addition to property already purchased by the Municipality (See Section 4) an additional 14 homes will be required in the North End and up to 30 buildings on Bay Street. The exact property requirements will be determined during Phase II.

The Perimeter Road will:

- remove up to 25,000 cars and 3,500 trucks per day from downtown streets.

- remove one-third of the traffic in the North End Neighbourhood.

- alleviate congestion associated with planned developments in the downtown.

- support the Region's Economic Strategy and the City's Central Area Plan and Residential Enclaves Program through:

  - improved access to the downtown
  - reduced through traffic in the downtown
  - increased east-west capacity

- improve access to the proposed Waterfront Park

- support plans to enhance the urban environment on James Street North and King Street East.

Natural Environment

At Highway 403, 5000$m^3$ of fill will be required in Cootes Paradise, a designated Environmentally Sensitive Area. Tree planting and landscaping of this fill will mitigate visual intrusion. The amount of fill and surface area reduction are considered to be relatively minor. Interchange ramps will require fill in a spit/marsh area within a designated ESA of Hamilton Harbour.

During Phase II investigations, means of mitigating concerns over placement of fill will be examined and reviewed with external agencies. In addition, alternative configurations of the interchange ramps will be explored to mitigate impacts to the spit/marsh area in the harbour.

To construct the Perimeter Road from Bay Street to Highway 403 north of the CN yards would require approximately 260,000$m^3$ of fill in the harbour. This assumes that the Perimeter Road will avoid all of CN's operations and the construction would be almost entirely on fill. Impacts associated with this fill are the displacement of sediments containing mercury and cadmium and effects to the areas of fish habitat.

During Phase II investigations, means of mitigating these impacts will be developed and reviewed with external agencies. Also during Phase II alternatives through the CN yards will be developed and evaluated in more detail.

Where fill is required in the harbour, means of designing the fill slopes to enhance areas of fish habitat will be explored.

The potential also exists to improve the natural environment by landscaping portions of the right-of-way in areas where there is now little or no vegetation.

## 2.7 Staging and Timing

The Perimeter Road project could be built in three separate independent stages. The following sections describe the three stages and their merits. Further consideration to staging and a recommended construction program will be developed during Phase II.

### 2.7.1 Victoria to Bay

A stage of the Perimeter Road from Victoria to Bay Street, including reconstruction of portions of Bay Street southerly would:

- initially eliminate through traffic in the North End Neighbourhood,

- improve access from the east and south to the proposed Waterfront Park,

- offload the downtown streets of:
  - Wellington
  - Victoria
  - Cannon
  - Barton
  - James
  - John
- have a construction cost between $15 to $18 million.

### 2.7.2 Bay to Highway 403

Construction of the Perimeter Road from Bay Street to Highway 403, including reconstruction of Bay Street would:

- increase east-west capacity by 40% in the west lower City of Hamilton,
- offload King, Main and York Streets,
- improve access to the Waterfront Park from the west and south,
- require traffic operational measures in the North End Neighbourhood to control infiltrating traffic.
- have a construction cost between $36M to $53M.

### 2.7.3 Sherman to Victoria

This section of the project requires widening of Burlington Street from four to six lanes with the provision for turning lanes. Traffic forecasts indicate that there will be no need to widen Burlington Street until the Perimeter Road is constructed from Victoria Street to Highway 403.

Burlington Street should be maintained as a four lane roadway and property acquired or protected to accommodate the future widening.

CA4 ON HBL HOS
CSIP4C
1988

# capic

## CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

April 22, 1988

P5-4-7-9

TO ALL MEMBERS

Re: CAPIC Day

This is a reminder that CAPIC Day will be held on:

**Friday, April 29, 1988, at ~~11:30~~ 11am a.m. in Room 233, City Hall**

The Day will start off with a short CAPIC meeting to endorse the Plan and table a report on the Perimeter Road, followed by a news conference for the unveiling of the new Central Area Plan Exhibition. The news conference is scheduled to start at 11:45 a.m. and will close at 1:00 p.m. A light lunch will be available.

Attached are the minutes for the March 18th and March 25th meetings, an Agenda for the meeting, a copy of the notice sent to the media, as well as some articles of interest.

As usual, parking tags will be available at the meeting.

We look forward to seeing you all at this important day for CAPIC.

Yours truly,

David Godley

D. Godley
CAPIC Co-ordinator

BJ:CS
0186P
Attach.

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE MEETING

CAPIC DAY

Room 233, City Hall

Friday, April 29, 1988, at 11:30 a.m.

## A G E N D A

1. Chairman's Remarks.
2. Review of Minutes of the March 18th and March 25th meetings (minutes for other meetings to follow).
3. Unfinished Business - Perimeter Road (report to be tabled).
4. The New Proposed Central Area Plan.
5. Other Business.
6. News Conference - 11:45 a.m. (see attached notice and agenda).
7. Adjournment - 1:00 p.m.

A light lunch will be available.

BJ:CS
0186P
Attach.

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE MEETING

Room 219, City Hall

Friday, March 25, 1988

# M I N U T E S

## Members Attending

Alderman David Christopherson - Chairman
Ozzie Ferguson - United Senior Citizens
Gloria DeSantis - Social Planning and Research Council
Clodagh Stoker-Long - Social Planning and Research Council
Bruce Rankin - Hamilton Society of Architects
Arthur Lomax - Hamilton Automobile Club
David Cohen - Corktown - Stinson Neighbourhoods
Gabriel Etele - Downtown BIA
Russell Elman - Durand and COST
Gil Simmons - North End
John Nolan - Chamber of Commerce
Marvin Wasserman - King East Business Association
Charles Forsyth - First Place

## Regrets

Mark Boyak - Hamilton Real Estate Board
Kay Nolan - Separate School Board
Andrew Burghardt - McMaster University

## Staff

Peter Baker - Hamilton Parking Authority
Ted Gill - Regional Engineering Department
Bill Lambert - Regional Planning
Jackie McNeilly - Community Development
Sylvia Renshaw - Regional Economic Development
David Godley - Local Planning
Bill Janssen - Local Planning
Haig Yeghouchian - Local Planning

CHAIRMAN'S REMARKS

1. The Chairman called the meeting to order.

MINUTES OF THE PREVIOUS MEETING

2. Gil Simmons requested that the second sentence of Item 22 be replaced with the following:

   "They would prefer the CN option for various reasons, including the safeguarding of the interest of the neighbourhood residents."

3. The minutes of February 26,1988 meeting were adopted as revised.

NEW DEVELOPMENTS

4. David Cohen requested detail information regarding the development at the corner of Ferguson and Hunter.

5. David Godley stated that the proposal at Ferguson and Hunter is being revised from an eight-storey tower to a lower building, possibly keeping a stone house.

CENTRAL AREA PLAN

6. Alderman Christopherson advised the Committee that a meeting was held with representatives from the Hamilton Spectator to discuss the pull-out on the Central Area Plan and CAPIC. The alderman stated that the Hamilton Spectator intends to publish a tabloid pull-out sometime after mid-June, 1988. The tabloid will consist of 24 pages with 60% advertising and 40% editorial material.

7. Gabriel Etele maintained that the BIA supports this tabloid and has established a Promotion Committee to liaise with the Hamilton Spectator.

8. Gil Simmons stated that the downtown BIA affects only a part of the Central Area and that concern was expressed that perhaps the tabloid may not cover all aspects of the Central Area, including those outside the BIA.

9. Alderman Christopherson said that the public exhibition on the new Central Area Plan will be held during the month of May and that staff has contacted the malls to secure a spot in the malls.

10. Russell Elman asked if the latest Central Area Plan has been circulated to other departments for comments. Bill Janssen responded by saying that comments from other departments and also from the public will be solicited during the circularization phase.

GO STATION

11. Gil Simmons requested clarification whether a minority report would be presented on the GO Station option.

12. Gabriel Etele said that while each committee member's views are respected, the GO Station issue has been discussed at length, and therefore, it's time for decision making.

13. Russell Elman stated that all concerns have been raised and discussed. It is time to act on the GO Station issue. However, it was suggested that recommendation #6 be amended to include the following at the end:

    " and the operation be integrated with GO bus services."

14. Art Lomax suggested that the conclusion of the report be amended to recognize that full service (i.e., between Oakville and Toronto) at the T H & B Station will not occur for the forseeable future due to demand.

15. David Cohen stated that CAPIC is an advisory committee and therefore, it would be appropriate to take a minority report to the Planning and Development Committee

16. Charles Forsyth mentioned that the Committee's position would not be undermined if the technical report is revised to incorporate the general concerns of the Committee members.

17. John Nolan stated that CAPIC must take a position on the GO issue, otherwise the Committee's credibility is on the line.

18. The Committee agreed not to table a minority report to the Planning and Development Committee.

19. David Christopherson asked the Committee members if they would agree with an addendum page highlighting the minority position on the GO station. This matter and the technical report was put forward for a vote and carried with the following results:

    - Seven in favour (Ozzie Ferguson; Bruce Rankin; Gabriel Etele; John Nolan; Charles Forsyth; and Russell Elman).
    - Two opposed (Gil Simmons and David Cohen).
    - Three abstained (Gloria DeSantis and Clodagh Stoker-Long - Social Planning and Research Council; Marvin Wasserman; and Arthur Lomax).

PERIMETER ROAD

20. Bill Janssen said that in a previous meeting, Committee members requested more detailed information of the Perimeter Road. Accordingly, Ted Gill was invited to give a presentation on the Perimeter Road.

    Bill Janssen reminded the Committee that a Public Forum will be held by the Regional Engineering Services Committee on the Perimeter Road and CAPIC is on the speaking list.

21. Alderman Christopherson said that CAPIC is on record, through the policies of the Central Area Plan, supporting the concept of the Perimeter Road.

22. Ted Gill presented the background on the Perimeter Road. He briefly described the technical basis and the original consultant's feasibility study (i.e., M. M. Dillon's report - 1978) on the Perimeter Road advised the Committee that Regional Council has endorsed this concept of the Perimeter Road. It was stated that staff has been authorized to examine the two route alternatives (i.e., north and south alignment) west of Bay street. It was also stated that a full class Environmental Assessment Hearing under the Environmental Protection Act will be required prior to final approval and implementation.

23. Ted Gill stated that the technical steering committee unanimously favors the north alignment because it would provide public access to a waterfront park, promote economic development and pedestrian access. It was mentioned that while the HHC supports the Perimeter Road, they do not favour the northern alternative because the Commission is formally opposed to any public access of the waterfront.

24. Ted Gill stated that the HHC has the proprietory right to fill and provide an industrial service road to Bay Street interchange if the undertaking is related to shipping and navigation.

25. John Nolan suggested that perhaps in order to safeguard the HHC's future needs, a legal agreement could be entered into between the City and the HHC to reserve any access rights to Bay Street in favour of the HHC.

26. Alderman Christopherson stated that more time is needed before CAPIC can table a position on the alternative routes for the Perimeter Road.

27. David Cohen said that CAPIC should be discussing the principle of the Perimeter Road rather than route selection. He advised the Committee that the consultant found it necessary to rejustify the principles for the Perimeter Road.

28. Arthur Lomax suggested that perhaps the Committee should vote on the principle of the Perimeter Road.

29. Alderman Christopherson suggested that CAPIC should be present at the March 30, 1988 Public Forum held by the Regional Engineering Services Committee to state that CAPIC supports the principle of the Perimeter Road. Once sufficient information is made available, CAPIC will select one of the routes as their preferred option.

30. The Committee decided to hold a special meeting of CAPIC on April 7, 1988 to discuss the Perimeter Road.

31. Items 5 through 7 were not discussed.

ADJOURNMENT

33. The meeting was adjourned at 11:59 a.m.

HY:CS
0117P

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## SPECIAL MEETING

## ROOM 219, CITY HALL

FRIDAY, MARCH 18, 1988
9:30 A.M.

## M I N U T E S

### Members Attending

Alderman David Christopherson - Chairman
Arthur Lomax - Hamilton Automobile Club
Russell Elman - Durand and COST
Gil Simmons - North End
Gloria DeSantis - Social Planning and Research Council
Clodagh Stoker-Long - Social Planning and Research Council
Bruce Rankin - Hamilton Society of Architects
Gabriel Etele - Downtown BIA
Andrew Burghardt - McMaster University
Charles Forsyth - First Place

### Regrets

Ozzie Ferguson - United Senior Citizens
Kay Nolan - Separate School Board
David Cohen - Corktown-Stinson Neighbourhoods

### Guest

Steve Schijns - McCormick Rankin

### Staff

Roland Karl - Traffic Department
Peter Baker - Hamilton Parking Authority
Bill Lambert - Regional Planning
Bill Janssen - Local Planning
David Godley - Local Planning
Haig Yeghouchian - Local Planning

CHAIRMAN'S REMARKS

1. The Chairman called the meeting to order and advised the Committee members that CAPIC's position in the GO station will be considered at 1:00 p.m. on March 30, 1988 Planning and Development Committee.

GO CONSULTANTS

2. Steve Schijns presented an overview of the progress and stated that public participation is an integral part of the decision makings process for the GO Station options. Steve explained that the T.H.&B. GO Station option for a lot of potential in service improvement without any tunnel reconstruction. It was stated that the City and Regional Councils will be requested to take a formal position on the GO station options. In addition, prior to any implementation a full Environmental Assessment review will be conducted.

3. Andrew Burghardt asked where the bus bays will be located. Steve Schijns stated that the bus bays will be located on the south side of the tracks with the potential of 18 bus bays. In comparison, the existing Rebecca Street Station has 10 bays.

4. Russell Elman asked what type of pedestrian access is being considered in the proposal and will there be more than one vehicular access to the station.

   Steve Schijns stated that the lobby of the T.H.&B. station caters to passenger and pedestrian access to the station. Vehicular access is predicated on the current policies of the GO Transit.

5. Peter Baker said that the Parking Authority has not taken a formal position on the parking issues near the proposed station.

6. Steve Schijns stated that emphasis should not be given to car parking because the proposed T.H.&B. station is intended to serve the downtown people. Commuters interested to drive to a GO station will likely be destined to the Waterdown Road station.

7. Roland Karl mentioned that based on preliminary site plans there may be 200 to 300 parking stalls.

   Steve Schijns stated that 300 stalls could only be possible if a second level deck is constructed at the T.H.&B. station.

8. Charles Forsyth stated that the construction of the Waterdown Station is important to the T.H.&B. Station. To this end, he asked if there has been any attempt to co-ordinate and integrate the findings of other ongoing studies currently underway on the GO Station options.

9. Gil Simmons said that parking and urban design is a major concern with the T.H.&B. option for the GO station.

10. Bill Janssen stated that, based on the City's Zoning By-law, commercial development in the Central Area are not required to provide parking based on the City's zoning by-law.

11. Andrew Burghardt requested clarification on whether the T.H.&B. GO Station will incorporate a Kiss and Ride component. This will be provided at the Hunter Street side of the Station.

12. Charles Forsyth stated that GO transit users should be encouraged as much as possible to use the H.S.R. system to get to the T.H.&B. Station. It was further stated that commuters who intend to drive to a GO Station will most likely choose the Waterdown Station.

13. Steve Schijns stated that to maintain the level of existing GO service in Hamilton, the present tracks must be replaced. It was further stated that a maximum of 40 trains could be moved on the existing T.H.&B. rail system. Presently Canadian Pacific has 18 trains daily which would preclude hourly GO service in Hamilton on the existing tracks.

14. Bruce Rankin asked if GO Service will be extended into the penninsula. Steve Schijns stated that if in the future service is provided to Grimsby and Welland, the Fairview Street Station in Burlington would be the logical link via the Skyway Bridge rather than travelling through downtown Hamilton.

15. Gil Simmons expressed concern that there does not appear to be sufficient evidence to vote on the T.H.&B. option at this time.

16. David Godley stated that if the Committee agrees, staff could modify and circulate the technical report on the GO, as discussed, to each member followed by a telephone survey to determine if the revised recommendations are acceptable. The results of such a survey would then be presented at the next CAPIC meeting on March 25, 1988.

17. Alderman Christopherson stated that staff will review this matter and take appropriate action.

NEXT MEETING

The next regular meeting is scheduled for March 25, 1988.

ADJOURNMENT

The meeting was adjourned at 12:15 p.m.

H.Y.:nd

W.P. DOC. 0186P

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

P5-4-7-9

April 18, 1988

Dear Sir/Madam:

Re: News Conference - Proposed New Central Area Plan

This is an invitation to a news conference for the unveiling of a Public Exhibition presentation on the proposed new Central Area Plan for the City of Hamilton.

The exhibition, which will be the focus of a major public participation program, will be on display in various shopping malls across the City in the month of May.

The news conference has been scheduled for:

DATE: FRIDAY, APRIL 29, 1988
TIME: 11:45 A.M.
PLACE: ROOM 233, CITY HALL

An Agenda for the meeting is attached for your reference.

The Plan provides a guide for new development in the Central Area well into the next century. It is intended that the Plan be incorporated into the Hamilton Official Plan by way of an Official Plan Amendment.

We look forward to seeing you or someone from your agency at the meeting.

Yours truly,

Alderman David Christopherson
Chairman, CAPIC

BJ/dkp
Attach.
WP 0186P

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

## NEWS CONFERENCE

## PROPOSED NEW CENTRAL AREA PLAN

FRIDAY, APRIL 29, 1988 AT 11:45 A.M.
IN ROOM 233, CITY HALL

## A G E N D A

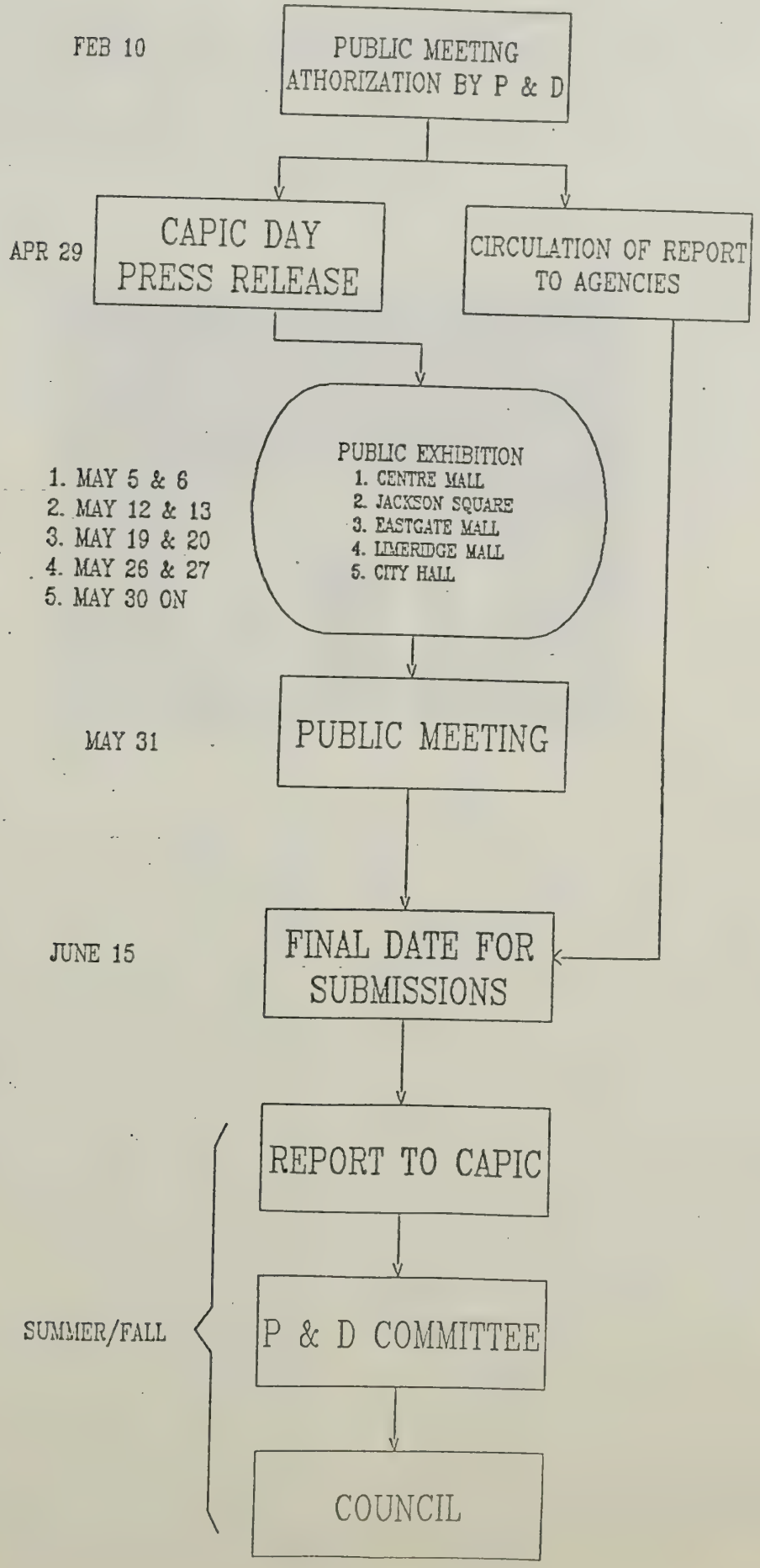
| | |
|---|---|
| 11:45 A.M. | Display available for viewing and light luncheon. |
| 12:30 P.M. | i) Introduction of CAPIC members. |
| | ii) Statement - Alderman David Christopherson, Chairman, CAPIC. |
| | iii) Question and Answer Period. |
| 1:00 P.M. | Closing |

For further information, please call Haig Yeghouchian at 526-4267 or Bill Janssen at 526-4148.

BJ/dkp

WP 0186P

# CENTRAL AREA SECONDARY PLAN
## REVISED TIME SCHEDULE



*Today's designers of residential areas are increasingly influenced by the grid plans, narrow streets, intimate scale, and convenient shopping of nineteenth-century American towns*

# A GOOD PLACE TO LIVE

BY PHILIP LANGDON




STEVEN BROOKE

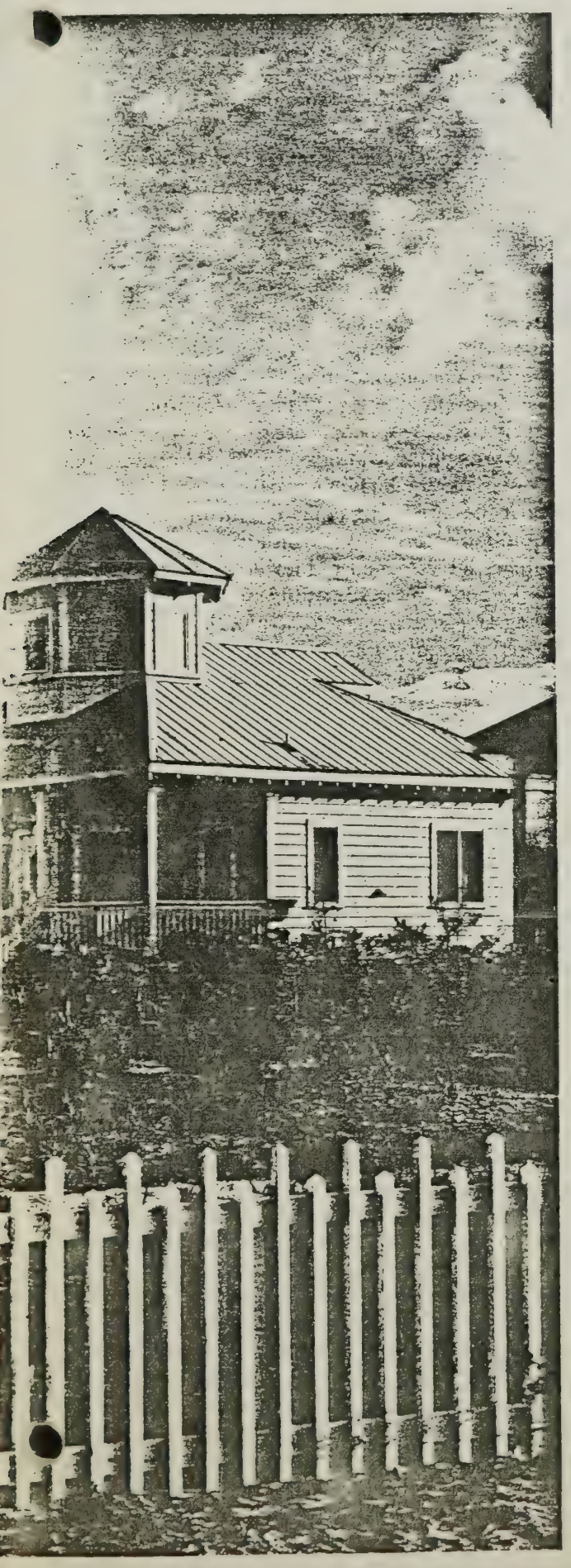
Best wishes to all who read this - Gil Simmons 1 March 88

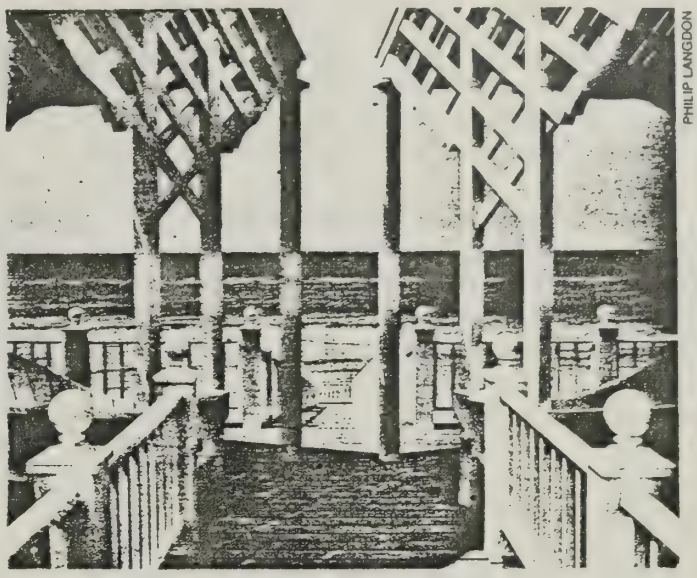
IN A SMALL BUT RAPIDLY GROWING NUMBER OF AMERICAN towns designers and developers are rejecting the dominant modern methods of creating new residential areas. They are coming to view the community-development practices of the past few decades as a terrible blunder and returning to the town-planning traditions of the early twentieth century and before. A new traditionalism is on the rise, and it is affecting not only suburbs but also big cities, where the ideal of harmoniously organized streets and public spaces is being pursued by government agencies and private planning firms. This is not to say that public-oriented traditionalism will quickly or easily triumph. Suburbs increasingly are laid out as strictly private enclaves, inaccessible to outsiders, and many urban housing complexes today are becoming amenity-filled private refuges, divorced from their surroundings. But the revival and reinterpretation of traditional planning ideas are winning close attention from those who shape American housing patterns. With renewed vigor architects and planners are asking, What constitutes a good place to live?

One of the most influential new developments is a little place called Seaside, which sits along a stretch of white sandy beachfront in the Florida Panhandle, about a hundred miles west of Tallahassee. Started seven years ago, Seaside has become the most celebrated new American town of the decade—the subject of slide lectures in architectural schools and reports in housing-industry magazines, and the object of visits from design professionals throughout the United States.

At first glance, what seems to make Seaside special is the old-fashioned, down-home style of its houses. You won't see picture windows, sliding glass doors, or vinyl or aluminum siding. Those and other emblems of modern homebuilding are largely prohibited in this eighty-acre community, where 100 houses have been built and about 300 houses and 200 apartments eventually will be. Seaside, an unincorporated part of Walton County, is, by regulation, a place of wood-shingled, clapboard, and board-and-batten houses with deep front porches and shiny tin roofs like those on old houses in rural America. Cupolas and towers rise from some roofs, giving the skyline a picturesque, almost whimsical air. The houses' windows follow the proportions of eighty to a hundred years ago—predominantly tall and narrow.

For at least two decades there has been a growing interest in "vernacular architecture"—commonplace buildings of the past, embodying folk wisdom about design and construction—and Seaside's houses tap into this even while delivering in their interiors the light, openness, and mechanical convenience expected in houses today. Many of Seaside's houses have living areas that are two stories high, and in most the kitchens are easily accessible, thanks to





PHILIP LANGDON

*Private homes and a beach pavilion at Seaside, Walton County, Florida (Andres Duany and Elizabeth Plater-Zyberk, town planners). Porches and picket fences are mandatory*

open interior planning. The windows may be old-fashioned in their tall, narrow proportions, but they're used in such abundance that at night, when the lights are turned on, the houses glow. Ceilings and interior walls are typically covered with tongue-in-groove pine, more handsome and durable than gypsum wallboard.

The goal at Seaside has to do with more than designing pleasant individual houses; Seaside addresses the larger issue of how to create a place where people can live differently from the way they do in the usual suburb or resort area. How can a new community foster a friendly, stimulating social atmosphere? How can it make its streets and public areas inviting enough that people will want to spend time in them? How can it achieve a pleasing visual order and treat the natural environment intelligently while also conveniently supplying its inhabitants' daily needs? In these matters town-planning traditions that have been ignored for half a century are serving as a generally trustworthy guide.

Those who have learned of Seaside in the refined milieu of architectural lecture halls are sometimes shocked to discover what this new resort town sits next to. From the development's eastern boundary to Panama City, some thirty miles away, the seashore is as crass and chaotic as any in America. Lining the highway on the Gulf of Mexico are economy-grade motels, concrete-block convenience stores, mansard-roofed refreshment stands, shops selling airbrushed T-shirts, and a profusion of cramped housing developments, each built according to a different pat formula—Tudor townhouses, weathered-cedar-shake apartments, stucco-and-tile condominiums, gray clapboard row houses, rustic log cabins, and many others. The state highway department, with unintended irony, has put up signs designating this a "scenic route."

I drove the scenic route one Thursday evening, arriving at Seaside at dusk. Even in the fading light, Seaside was mesmerizing. It looks like a fanciful turn-of-the-century town that has been cleaned, painted, and planted to perfection. Every house built in Seaside is different, but within the variety is a fundamental orderliness, established by the unifying wooden walls and metal roofs, the substantial porches, the proportions of the windows, and a number of other elements, among them the harmonious colors—a rainbow of pastels. As I picked up a key left for me on the porch of the rental office and walked to the pink cottage that would be my home for the next four days, I noticed a number of couples strolling the streets—engaged in the common pastime of looking at the neighbors' houses.

Early the next morning I unexpectedly encountered Seaside's developer, Robert S. Davis, attired in a Powdermilk Biscuits T-shirt, shorts, and sandals, as he pedaled his fat-tired bike to a meeting with a builder. Davis, forty-four, a soft-spoken man with black hair beginning to turn gray, is atypical of developers in almost every respect. Brought up in Birmingham, Alabama, Davis belonged to the Socialist Workers' Party during his undergraduate years at Antioch College, in Ohio, and after graduation he recruited black and poverty-stricken students to that reform-minded college. He later worked for a couple of Miami developers active in the Federal Housing Authority's Section 236 program, which he sums up as "subsidizing the very rich to provide housing for the poor."

Davis had visited the Gulf since boyhood days and had acquired a dislike for conventional Florida resort development, with its uniformly stamped-out housing units close to the water and recreation facilities but far from shopping and other services. About nine years ago he "did the *Blue Highways* number," traveling the Southeast in a red Pontiac Bonneville convertible with his wife, Daryl, to examine the region's old small towns, which he liked much better. Davis wanted to figure out what it was that made the houses in those towns visually appealing and socially engaging. Andres Duany and Elizabeth Plater-Zyberk, a husband-and-wife architectural team educated at Princeton and Yale and now based in Miami, sometimes traveled along, and eventually developed a building code and a town plan enabling Davis to reproduce much of the old communities' physical character.

The eighty-acre Gulf site came under Davis's control in 1979, when he inherited it from his grandfather, who had founded a Birmingham department store. Free of the debt pressures that impel most developers to stick to ideas so routine that they won't startle a banker, Davis built a yellow clapboard house of his own design on a small lot about 500 feet from the water, and began overseeing the gradual construction of what he hoped would become an alternative model for development.

Seaside adopted a requirement that each house have a front porch, because Davis had concluded that front porches encourage neighborly chatting and cooperation. Unlike the strictly ornamental porches tacked on to some new suburban houses, a front porch at Seaside must be at least eight feet deep—spacious enough that people can use it—and must extend at least half the length of the house's front wall.

At the edge of the front yard there must be a picket fence, giving the street an intimate scale and shielding porch-sitters somewhat from passersby. The picket fence must be individually designed, in keeping with the Seaside philosophy of harmonious diversity, and the distance from porch to fence usually must be sixteen feet; pedestrians and porch-sitters consequently can strike up a conversation without raising their voices.

In walking around Seaside, I came to the conclusion that the hopes of re-establishing a front-porch society had largely failed. Few people occupied the porches during the hot afternoons, and after sunset the shimmering light from TV sets and the hum of air-conditioners testified to the irresistible appeal of climate-controlled, electronically equipped interiors, even in a town where most of the porches are screened to provide protection from insects. Of the people I did see sitting on porches, half were occupying side rather than front porches, a little farther removed from the public domain. "Lately people have been requesting of me that I give them *rear* porches," Tom Christ, who has designed more houses at Seaside than any other architect, told me. Bushy native plant life—mostly scrub oak—has been extensively preserved at Seaside, Christ said, and it offers some privacy, especially at the backs of the houses. American family life has looked toward the back yard for several decades now, and Seaside lacks the power to shift its gaze.

But the limited activity on front porches hasn't greatly damaged Davis's ideal of a community that has an active public life. People walk the streets, exchanging greetings and looking at what's being built. The building code, with its clear, systematic guidelines for proportions, dimensions, and materials, has enabled schoolteachers, grocers, and housewives to design their own dwellings with not much more professional assistance than can be supplied by a drafting service for $1,200. At the same time, it has forced architects in their designs to pick up the general themes of neighboring houses.

The streets themselves are inviting. "We started with dirt streets, with oyster shell at the edges," Davis told me, "but the people who moved in decided they wanted brick streets and were willing to pay extra for them." Drivers, seeing the unusual pavement and hearing the rumble of bricks under their tires, instinctively slow down. Children bike freely on the streets, people saunter along them on the way to the beach, and nobody seems concerned about being run over.

Davis, rejecting the traffic-engineering standards of most municipalities, kept the streets narrow. The pavement is usually eighteen feet wide—"just enough for two cars to pass comfortably." Also, he encouraged on-street parking, further slowing traffic. Many homeowners build



PHILIP LANGDON

*The market area at Seaside: streets and other open spaces are designed to be "public rooms"*

garages, but they have to be separate structures near the back of the lot, exerting as little influence as possible on the atmosphere of the street. So well-liked are the streets that they have siphoned off nearly all the pedestrian traffic from one of Seaside's other innovations—a network of sandy footpaths lined by picket fences and cutting through the middle of most blocks.

Another appealing aspect of Seaside's streets is that they run straight, rather than in the loose curves that for years have been fashionable in upper-income suburban neighborhoods. This orderly alignment, with the fences and houses set back from the pavement at short, regular distances, turns the street into what Andres Duany likes to call a "public room"—a semi-enclosed outdoor area that feels properly delineated and seems to be a place in its own right, not just a void between buildings. The sense that the street forms an agreeable outdoor room is an integral part of the appeal of great cities like Paris and London and of many sought-after urban neighborhoods. In the Georgetown section of Washington, D.C., Duany told me, people will pay four to five hundred thousand dollars for a house with small rooms, bad plumbing, and parking two blocks away; it has to do with the beautiful street in front of it."

"The problem with the straight street is when it stretches out forever into the prairie," Duany said. Thus Seaside's streets, after running straight for a few blocks, focus on a visual termination—a gazebo in the center of a traffic circle, a bathhouse and community pool at the end of a boulevard, a distinctively designed pavilion at the end of a street leading to the beach. Some of the streets bend. The preference for straight streets that frame a view does not imply that curves must always be avoided. One of Seaside's streets is a crescent—a disciplined, well-defined curve. The emphasis is on making the street sufficiently orderly that the buildings, fences, and trees along it can form the public room.

Public rooms like these are more lively when they lead to useful places; someone can get a meal or mail a package or buy something by walking or biking only a short way on Seaside's streets. Overlooking the beach is a "market area" containing a tiny Greek Revival–style post office designed by Davis, a bookstore, an excellent seafood restaurant and bar, a refreshment stand where fresh lemons are squeezed for every lemonade, and a little complex of booths around



PHILIP LANGDON

*Seaside's short, straight, narrow streets and the disciplined fancy in home design foster a sense of harmonious diversity; house at left by the architect Deborah Berke*

a brick plaza, selling mainly women's clothing and accessories. On the Saturday night that I spent at Seaside, a screen was put up in the plaza and people gathered to watch the movie *Agatha* in the open air.

A larger commercial area, with a hotel, apartments, offices, a grocery store, and other shops, is soon to be built near the center of the development; this will turn Seaside into more of a full-fledged community. But even now Davis's town functions fairly independently, and somewhat differently from a typical development along the Gulf which is dependent on automobiles. Whenever I was about to meet someone for dinner during my stay at Seaside, I instinctively listened for the other person's car—and then had to remind myself that there wouldn't be any car driving up, because at Seaside people routinely walk to one another's houses and walk from there to restaurants and other attractions.

The opportunity to do without a daily commute seems to be an important lure for some of the people who move in. Although most homeowners are part-time residents who use Seaside as a vacation and weekend spot, I met a few people who had moved to Seaside because they anticipated being able to start small businesses there, within easy walking distance of home. The majority of these people were in their fifties and sixties, and perhaps beginning to husband their energies rather than expend them on daily transportation.

BUILD A BETTER TOWN AND THE WORLD WILL PAY plenty to live in it. "When we started, houses were being sold for seventy-five to a hundred thousand dollars," Davis told me. "But land prices have gone up. Fifty-by-a-hundred-foot lots that sold for twenty-five thousand in 1982–1983 would sell for seventy-five thousand today. And the place has become more chic and fashionable, so people are building bigger and more complicated houses. It's become more affluent. Today most houses sell at from a hundred and thirty to two hundred thousand dollars. We have some houses being built that would sell for four to five hundred thousand. The fact that it has strayed from the original idea doesn't bother me greatly. People are investing a lot of themselves in it. There's a pride of place."

Perhaps the greatest testament to Seaside's sales appeal is the fact that the value of property in the development has surged at the same time that condominiums on the coast nearby have had a hard time attracting buyers. Its success as a real-estate proposition means that Seaside is certain to have imitators. Davis has been lecturing at architectural schools for quite a while, but now he also gets frequent requests to speak to groups of developers and planners. Duany, too, is in demand at real-estate gatherings, where he spreads the message that a more compact, urbane, walkable community, with shopping and employment close to housing, not only encourages sociability and a less harried way of living but also makes financial sense. "The newest idea in planning is the nineteenth-century town," Duany told a conference of Florida apartment developers last year. "That's what is really selling."

And why not? For twenty years there has been a surge of affection for old precincts of American cities and towns. Historic preservation, once considered a hobby of the elite, has become an industry. The interest in old houses has led many developers to incorporate in new houses some of the features that made the old houses appealing. If learning from the past has been valuable at the scale of the individual house, why not try it at the scale of a small town? Many things need to be relearned if this is to happen widely, but the pioneering has taken place, and conditions appear auspicious for the number of revival towns to grow.

A promising neo-traditional development now under construction is the Harbor Center business district in Grand Harbor, a project of Schaub Communities in Vero Beach, Florida. The waterfront business area has been designed by one of Duany's former employers, the New York architect Robert A. M. Stern. "It's meant to be a Mediterranean village," Stern says of a succession of three-story buildings that he has formed into a 1,200-foot-long crescent. The buildings will hug the sidewalks along the main street and form a rhythmic, consistent backdrop to the Intracoastal Waterway, across the street. When visiting ground-level stores and offices, pedestrians will have the choice of walking in the open or under a continuous arcade embellished with small courts. The roof of the arcade will provide terraces and visual privacy for 116 apartments directly above the businesses. In another section of Grand Harbor, Stern has designed sixty-seven townhouses arranged around a series of paved courts with plantings



COURTESY FIELDS POINT

*The flavor of a small-town business district at Mashpee, on Cape Cod (Ellenzweig Associates)*

in the center. All of Stern's work at Grand Harbor will be carried out in stucco and tile, making it reminiscent of one of his heroes, Addison Mizner, who early in this century designed the beautiful shopping district of Palm Beach.

Another neo-traditional development, Mashpee Commons, whose design principles are derived from those of old New England towns, is being built on Cape Cod eleven miles west of Hyannis, Massachusetts. The Fields Point Partnership, which owns a twelve-acre shopping center and 163 surrounding acres in the town of Mashpee, devised a plan for converting the mansard-roofed shopping center into something much like a small-town business district, with a new town green to be built nearby. Since 1985 new two-story brick and clapboard buildings, with their storefronts opening onto brick-edged sidewalks, have gone up. Across narrow, newly built streets the stores face the shopping-center buildings, which were put up in the 1960s and now have new windows and doors and sidewalks along their perimeter to create an environment oriented to pedestrians. Fields Point wanted to create residential neighborhoods that would be closely tied to the downtown, so in 1986, after learning about Seaside, the company commissioned Duany and Plater-Zyberk to plan a development of homes on small lots within walking distance of the business center.

There are many traditions for the designers of neo-traditional towns to draw on, and the choice of which heritage to use is influenced heavily by geography, climate, and other characteristics of the location. For Riverfront, a 100-acre development of houses, offices, and shops that Duany and Plater-Zyberk are planning south of Manchester, New Hampshire, "our model is the New England town at its most cranky and idiosyncratic," Duany says. A landscape architect has walked the site and is laying out straight streets that will connect important points, resulting in a network more distinctive than a grid. For Friday Mountain, a 550-acre town that Duany and Plater-Zyberk are laying out southwest of Austin, Texas, the dimensions are distinctively Texan, with streets and squares much broader than those in the East. Trees planted in rows, not in the irregular clumps that most landscapers favor, will break up the big open spaces and generate a sense of enclosure for the community, which is intended primarily for retirement-age people.

The 3,500-acre site of Duany and Plater-Zyberk's biggest project, Blount Springs, north of Birmingham, Alabama, is hilly. Consequently, dispersed houses—in a more suburban pattern than those of many other neo-traditional towns—will sit along curving streets that fit the irregular terrain. On the hilltops will be focal points—greens surrounded by a denser perimeter of houses and one or two shops. The most tightly built part of the site will be a downtown containing a railroad station. The designers hope to have passenger service restored on what is now a freight line, to encourage the onetime mineral-springs resort to function like a railroad suburb. This seems an iffy proposition, but in any event light industry is to be present in the community, which is expected to attract a wide range of income groups, from working class on up.

Without question, Duany and Plater-Zyberk have emerged as the masters and the most prolific practitioners of this new-old form of design. Still other projects their fourteen-member firm is currently working on are developments near Annapolis, Maryland, and Savannah, Georgia. The architects were stimulated by Robert Stern's historical studies of British and American suburbs and by the European urban theorist Leon Krier, who advocates a return to small cities on a human scale. Duany and Plater-Zyberk immersed themselves in American town plans from the 1600s to the period of John Nolen, a nearly forgotten planner who between 1907 and 1937 drew up plans for more than seventy-five cities and towns. "We are really concentrating on American conditions and American prototypes," Duany says. "American street space is a lot bigger than European street space, and it depends on trees, planted in steady rows, to obtain its spatial definition."

Duany and Plater-Zyberk have seen to it that the emerging generation of designers is exposed to their thinking. Plater-Zyberk can be coldly academic in lectures, but Duany, who grew up on Long Island and in Spain after his parents fled the Cuban revolution, frequently brings passion to his presentations. He has likened his firm's tactics to some of Fidel Castro's. Castro bought radio transmitters to "broadcast the myth of the revolution" while the dictator Batista still held power, "and the revolution happened," Duany told graduate students at Yale last year. "What we are proposing is to get hold of the radio transmitters of America, of the architectural radio transmitters, and do it that way"—bringing about a neo-traditional revolution in town design. One kind of transmitter is a high-profile architectural school; Duany, thirty-eight, and Plater-Zyberk, thirty-seven, have trained students at Yale,



JOSE ORTEGA

*A development that works: Charleston Place, Boca Del Mar, Florida (Duany and Plater-Zyberk). The outdoor spaces and connecting walkways are semi-enclosed and invite pedestrian traffic*

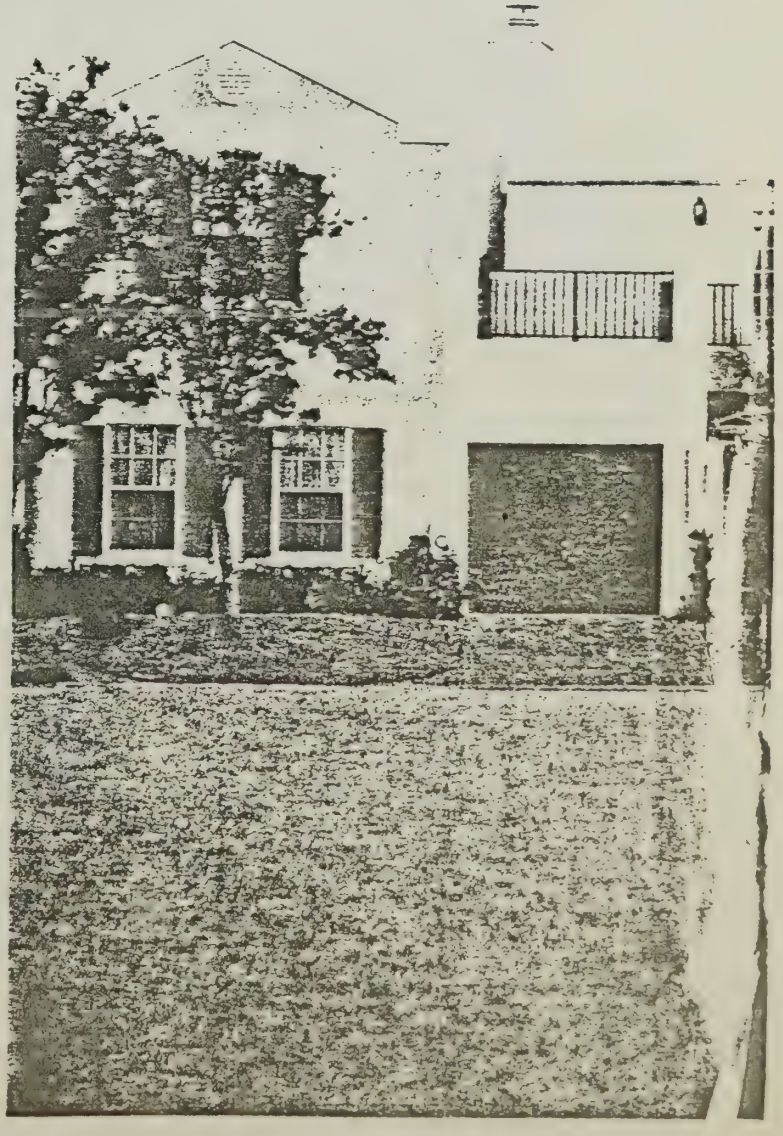
Harvard, and the University of Miami. Other transmitters are the building and urban-design codes adopted by developments and local governments. Duany and Plater-Zyberk seek, and often get, the job of writing the codes; they are well aware that the person who draws up the codes usually wields more power than the architect who actually designs the buildings.

## Design Principles

YOUNG DESIGNERS AND INDEPENDENT-MINDED DEvelopers are drawn to this neo-traditional revolution out of disenchantment with the mess that Americans have made of their communities. Even communities that were supposed to represent an escape from dull subdivisions and roadside commercial clutter have been spoiled. Cape Cod, for example, has seen its resident population double in two decades, and the growth has been badly managed. This was the underlying reason why Arnold B. Chace, forty, who became the president of Fields Point Partnership in 1979, decided that Mashpee Commons should be planned on traditional principles, breaking the modern pattern of dispersing population and services in a way that lacks a symbolic and functional center. The shopping center surrounded by asphalt parking lot that Fields Point had built in Mashpee in the 1960s needed to be transformed.

"We both hate shopping centers," says Douglas S. Storrs, a longtime friend of Chace's who is Fields Point's vice-president of planning and development. "We don't think shopping centers are enjoyable places to shop. We like places that meet the full needs of residents and visitors."

To generate the "sense of place" that neo-traditional



towns strive for, civic and religious buildings are usually needed, and the developer often must donate land in order to get them. Beyond simply attracting such buildings, the developer must position them where they will make an impact. In Mashpee the civic and religious buildings cluster around a new town green with a bandstand at its center. A town library has been built on one side of the green. On another side will be a Catholic church, and on a third side a row of shops. The final building facing the green will be either a town hall, built by the town of Mashpee on land provided by Fields Point, or an inn. In the business district, Fields Point sought, and got, a post office—an important generator of activity. The post office is recessed behind a small plaza bordered by shops. An arcade that runs through one of the 1960s buildings focuses on the plaza, helping to tie the downtown together and give it dignity.

Getting chain-operated businesses to cooperate can be difficult. Most of America is designed according to economic and engineering formulas that have nothing to do with urbanity and social interaction. When plans were made for a six-screen movie complex in Mashpee Commons, the theater operator at first wanted to do things in a standard way, placing the theater's entrance where it would face a parking lot rather than the center of town. However, Orr & Taylor, of New Haven, Connecticut, the architectural firm that was hired by Fields Point to design the theater, was able to persuade the theater operator that the entrance to the complex should be on a public plaza and that instead of having typically long, blank exterior walls there should be shops lining part of the theater's perimeter. "Because of the amenity and street life, we believe this will attract people," Robert Orr says.

One of the hardest challenges for any development that is intended to offer a compact, stimulating, and walkable environment is how to provide sufficient parking. "To make retail viable, you must attract more than the people who can walk to it," Robert Stern points out. "The struggle is to get all those cars there and yet retain the quality that you want." Mashpee Commons employs a typical multi-faceted solution. Some parking is allowed on the newly built streets, which have sidewalks. The bulk of the parking is provided in lots that are broken into segments by rows of plantings and by sidewalks, reducing the conflict between pedestrian and automobile. The goal is to get people walking past storefronts, rather than through undifferentiated stretches of asphalt, as soon as possible.

Many of the neo-traditional towns that have been built or planned so far are in resort areas, but the same design principles can be applied anywhere, including places where people live full time. "The nineteenth-century towns," Duany says, "are completely viable prototypes."

"It's not enough just to look like a town," he adds. "It has to function like a town"—which means that it should be able to govern itself flexibly and democratically. To that end Duany and Plater-Zyberk have worked with Doris Goldstein, a Jacksonville attorney, to develop town charters that encourage popular decision-making after the developer's work is mostly completed. Instead of lawyerly homeowners'-association documents, which usually make it hard for a suburban or resort development to do anything other than maintain the status quo, the documents drawn up by Goldstein allow people to face one another in town meetings and vote on whether to alter the community. If the residents want to knock down a building to put in a community pool, they can do so without becoming entangled in documents that only an attorney can readily understand. "That's the last brick in the arch," Duany says. "I think it's very important."

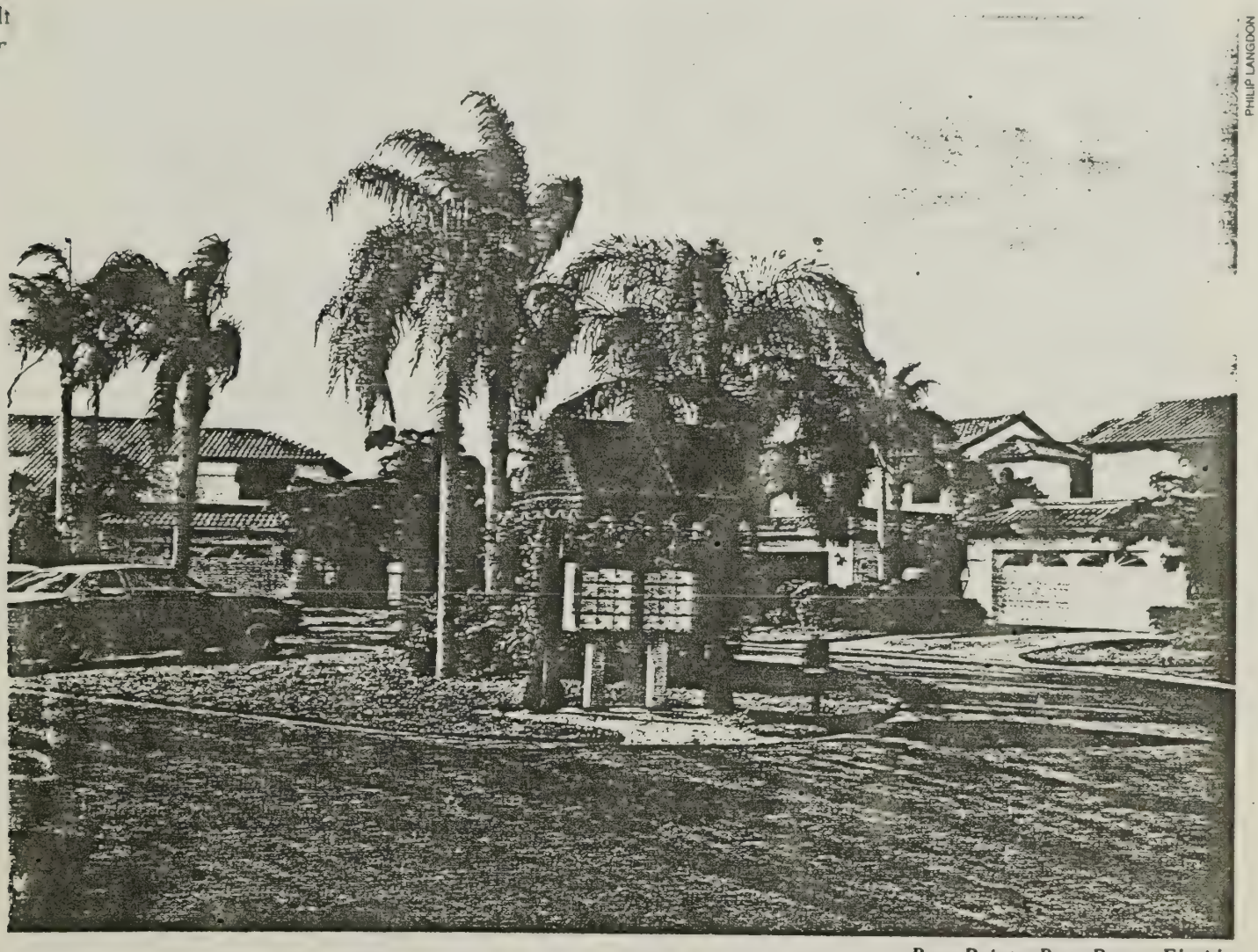
Most current municipal codes make it impossible to develop neo-traditional communities that mix offices, shopping, and housing and provide compact, tightly defined open spaces. But this can be expected to change as people evaluate the advantages of revival towns. The prevailing "clean" zoning, which tries to separate different activities and contrasting kinds of buildings into widely scattered areas, is due for reconsideration now that the advantages of more-unified towns are being demonstrated. The neo-traditionalists may not have banished all problems, but they are making a strong case: through their designs we can again have a less fragmented community and public areas that are a pleasure to inhabit.

## The Pretty, Reclusive Life of the Master-Planned Suburb

WHAT THE DESIGNERS OF NEO-TRADITIONAL SMALL towns would really like to reorganize is the American suburb. The suburbs are where about 40 percent of Americans live, and the neo-traditionalists see the prevailing suburban layouts as causing daily frustration. Andres Duany and Elizabeth Plater-Zyberk, among other designers, find fault particularly with master-planned suburban communities, which since the 1960s, when they began to flourish, have often been depicted as a thoughtful alternative to the more prosaic American pattern of houses plunked down on treeless land and sharing few amenities.

Master-planned communities—usually called planned-unit developments—provide an organized, comprehensively designed environment with a character that people will pay extra to get. Since the late 1960s, according to *Builder*, the magazine of the National Association of Home Builders, approximately 100,000 planned-unit developments have been built in the United States. They range from one to 53,000 acres and have three traits in common: shared amenities, building and design restrictions, and a flexible zoning plan that provides common open space, often in compensation for clusters of higher-density housing in part of the development.

Today planned-unit developments are home to one tenth of America's population. Some of the newer ones are lavish indeed. "The evolution of planned communities has gotten to the point where people are looking for high-



PHILIP LANGDON

*Boca Pointe, Boca Raton, Florida (various architects): mailbox clusters are not enough*

er-quality amenities," says Henry Skokowski, the president of Urban Design Studio, a firm in West Palm Beach, Florida, which lays out developments in several counties on Florida's Atlantic coast. Probably the most extreme example of amenity-upgrading is the recent trend toward building "equestrian communities," developments with horseback-riding facilities. These have been built or planned in such places as Scottsdale, Arizona; St. George, Utah; Lake County, Illinois; and the outskirts of San Diego. The nation's premier equestrian community is the Palm Beach Polo and Country Club, which sprawls across 2,200 acres of flat Florida terrain, a dozen miles inland from the Palm Beach International Airport. Palm Beach Polo, as it's known, is a tract on which homes ranging from $200,000 townhouses to individually designed houses that sell for over $1 million are augmented by extensive recreational amenities, most notably ten polo fields, two practice fields, and a yellow-striped polo stadium. To avoid missing affluent homebuyers who are not entranced with polo, the development offers forty-five holes of golf, two croquet lawns, and other elements of the leisure landscape as well.

At Boca Pointe, a less expensive, 1,019-acre development in Boca Raton, Florida, 40 percent of the site consists of parks, greenbelts, lakes, and fairways, many of which have been stretched out so that they are on display through the glassy rear walls of the houses. "First choice is a water view, second is a golf-course view," says Rhoda Charles, the marketing director of the development, where prices start at slightly above $100,000 for a two-bedroom, two-bath garden apartment and mount in many steps to more than $900,000 for the most expensive custom houses. Clubhouses and recreation centers for racquet sports, swimming, aerobics, and other forms of exercise contribute importantly to the marketing of Boca Pointe and of many other planned-unit developments across the country.

The builders of master-planned developments, like the builders of neo-traditional towns, are fond of saying that they are creating "communities." The method by which they are doing this, however, often involves setting the master-planned community physically apart from its neighbors. Unlike Seaside, which has purposely connected its streets to those of an adjoining older development, suburban planned-unit developments take pride in being

elf-contained. Nearly every section of Boca Pointe sits behind gates supervised by guards. Throughout the United States gates are rapidly gaining acceptance, especially in upper-income and retirement developments, where they are usually supervised around the clock by guards or operated by security codes. In less expensive housing the developer more frequently builds an elaborate entrance, with or without a gatehouse, and lets the residents decide whether to pay to staff it.

So widespread is the trend toward impressive entrances and security checkpoints that *Builder* last year published recommendations on how to design them. "A project entry will have greater visual impact and feel more inviting to prospects if it's set back from the street," the magazine's "Design Workshop" advised. Embodying this sales-winning principle, the entrances at Boca Pointe sweep back from the street, often in the form of long, curving stucco walls embellished with fountains, waterfalls, flowers, and palm trees. The lavish landscape features punctuate the transition from public world to private enclave, and promise a community within. Whether a genuine functioning community actually exists behind the checkpoints is another matter.

Certainly the landscape on view within the enclave is meant to project an image of community. Often the outdoor environment avoids the anonymity of standard municipal-grade street furnishings. It's not uncommon to find the stop signs and street signs made of sandblasted wood instead of metal. Streetlights are ornamental and close to the ground, on a human scale, like many of the beautiful streetlights used in American cities in the early years of the century. Mailboxes are sometimes treated as an important design element; in parts of Boca Pointe clusters of mailboxes sit under green canvas awnings in the center of landscaped cul-de-sacs. The sidewalks and driveways may be concrete that has been shaped to resemble stone and stained to complement the colors of the houses, whose walls and roofs have been given a consistent, coordinated appearance. Plantings are designed to weave the front yards into a seamless, meandering garden, maintained by the homeowners' association. All of this, Rhoda Charles says, "contributes to a very secure and charming enclave versus a more accessible, open kind of community."

But what is immediately apparent is the scarcity of informal socializing within many of the enclaves. On a mild evening I drove through one section after another of Boca Pointe, where some 2,000 houses and apartments have been sold, and saw hardly anyone out walking or in conversation with neighbors. The landscape's beauty felt embalmed. From Boca Pointe, I drove to Charleston Place, a nearby neo-traditional development that Duany and Plater-Zyberk, extrapolating from the development patterns of old sections of Charleston, South Carolina, had laid out with orderly rows of townhouses closely facing narrow, straight streets. In this suburban development people were out walking in twos, threes, and fours, many of them chatting with their neighbors. Some were strolling along narrow linear walkways of brick, which run behind the walled back yards and have rose trellises above them.

The well-defined, pedestrian-oriented outdoor space helps Charleston Place generate informal community activity, not simply a community image. A major defect of the shared outdoor space in planned-unit developments is that it is rarely defined tightly enough to invite people. The buildings, even when beautiful, are not arranged to create places that feel semi-enclosed and therefore special.

The streets and walkways in suburban planned-unit developments suffer from another deficiency as well: they connect to few of the things that people need in their everyday lives. Recreational features may be abundant, but they are not necessarily within walking distance. For example, in Boca Pointe, where there are twenty-two separate residential areas, a brochure for one of them boasts, "El Dorado is the only community within Boca Pointe to have direct, permanent walking access to the Tennis and Aquatic Center and the Country Club."

This lack of connection except by automobile stems partly from a procedure by which the developments are commonly laid out. Often the land planner first fixes the location of major components, such as the curvy spine road, the recreational amenities, and separate residential areas. Then each residential area is assigned a builder, who lays out the streets and walkways in virtual isolation from the residential areas nearby. Early in the construction process a residential area, often ten to twenty acres, is called a building pod. When the builder's model homes are ready for the public, the terminology suddenly changes, like a frog turning into a prince: the pod becomes a "village" with a kiss from the marketing staff. The size of the village frequently reflects the developer's desire for a certain housing density and the builder's desire for a tract that can comfortably be brought to market in two years or so. But the result is often a village too small to have services within its boundaries and too isolated to provide easy pedestrian access to services outside.

A PLANNED-UNIT DEVELOPMENT WOULD NOT NECessarily have to emulate a neo-traditional town to avoid this problem. Master-planned communities could simply learn from the most admired "new towns" begun in the 1960s, such as Columbia, Maryland, and Miami Lakes, northwest of Miami, Florida. In Columbia the size of residential areas was determined primarily by the number of households needed to support an elementary school. The Rouse Company, as developer, insisted that within a block of the school there be a swimming pool, a community building, and a convenience store, and that people be able to walk or bike to these facilities without crossing any major streets. Three to five neighborhoods made up a village, which offered more facilities, including a supermarket, a bank branch, and other businesses—also accessible by the community's forty-seven miles of walking and biking paths, as well as by car.

Lester Collins, the landscape architect who laid out the 6,000-acre Miami Lakes development, says that communities like these are able to offer a more satisfying daily living pattern than most planned-unit developments provide, because they are not afraid to mix housing of different densities and places to work and shop. Miami Lakes has at its core a Main Street town center with stores at ground level and offices and apartments on the second and third floors. Twenty-two thousand people now live in Miami Lakes, and 8,000 work in offices and light industry there.

In contrast, many planned-unit developments limit opportunities for working or shopping or finding child care within the development, and thus force their residents onto the highways, exacerbating congestion. The penchant of developers of planned-unit developments for connecting them to outside roads at only a few points makes matters worse. James Minuto, of the Southern California Association of Governments, says that the notorious traffic jams in southern Orange County are partly attributable to the scarcity of streets running through the area's many large planned-unit developments. "You have a real problem when there are no cross streets and you don't have a grid. There's a lack of alternative paths."

The circulation systems that do exist in master-planned communities often meander so capriciously that they sow confusion. "Getting directions to somebody's 'villa' in a typical Hilton Head development is an exercise in futility," says Robert Davis, of Seaside. By the same token, it can be almost impossible to find an address in a suburban planned-unit development if you have the misfortune to be invited there at night. I mentioned the problem of bafflingly arbitrary street organization to Roy Rogers, the vice-president of planning for Arvida/JMV Partners' 10,000-acre Weston project, west of Fort Lauderdale, which exhibits the usual preference for an abundance of curves and an infrequency of through streets. He replied that Weston provides a string of "mental bread crumbs" to mark the way. "We give you visual landmarks—a windmill, windows of water, unique groupings of landscape material, a school and park, different architectural styles." After leaving his office I drove past an unstaffed gatehouse into one of Weston's neighborhoods and within three minutes was lost in the unpredictably meandering streets. How odd that in a country based on mobility, where the average person moves once every five years, the streets in so many places are guaranteed to make all but stay-at-homes lose their way. One of the reforms advocated by the planners of neotraditional towns is a comprehensible street system, with landmarks that truly do help people orient themselves.

There are signs, here and there, of growing suburban interest in re-creating the order and charm of well-designed traditional towns. Some of these signs are superficial, like the trend toward naming shopping centers "town centers" or dressing them up in old-fashioned architectural ornament. Some are more serious, like the movement toward integrating stores with offices in complexes that are more public-oriented than the usual suburban shopping mall. Sasaki Associates, of Watertown, Massachusetts, one of the biggest firms involved in large-scale land planning, recently collaborated with Bower Lewis Thrower/Architects to create Princeton Forrestal Village, a suburban shopping and office complex modeled after early-twentieth-century small-town business districts. The development, in Plainsboro Township, New Jersey, is organized around a two-block Main Street, with a hotel facing a square. The project includes a day-care center. "The forms are very traditional," says Richard F. Galehouse, a planner at Sasaki. "It's considered very much of a new wave in retailing. It's meant to deal with the lack of amenities for people near their work during the business day."

Princeton Forrestal Village provides outdoor areas that are much more pedestrian-oriented than the vast parking lots surrounding suburban malls. Nonetheless, Duany refers to the project as an example of the "town style" applied to shopping and office complexes that remain dismally dependent on access by motor vehicles. A genuine town, Duany says, has housing integrated into the shopping and office area or close enough to it that residents can reach the commercial center without driving. One example of this, now being planned by Sasaki and RTKL Associates, is the town center in Reston, Virginia, one of the 1960s "new towns." After several years of construction, the town center will contain almost two million square feet of offices, two 500-room hotels, and 600 housing units.

"The model for the Reston town center is the traditional American street with cars and sidewalks," says Alan Ward, an urban designer for Sasaki. The initial buildings will focus on a plaza with a grand fountain. The second phase, to be built several years from now, will have a town green or an urban park with buildings at every edge. The original expectation for Reston was that the town center would be designed like a suburban shopping center. Ward says that the shift at Reston points up two factors that are beginning to alter the notion of how to plan suburban developments. One is suburban land prices, which in many places are so high that "you can no longer use the suburban model of the building standing alone." The other is the perception of "just how bad those buildings are," especially for the pedestrian. "Planners and designers have looked at earlier models," Ward says, "like Country Club Plaza, in Kansas City, that offer a humane walking environment and also let you 'shop the street' in your car."

It seems to me inevitable that a growing number of suburban developments will break away from the prevailing practices and begin to place housing closer to offices and shops and other services, in some cases with the more tightly defined outdoor spaces that give places like Seaside, Mashpee Commons, and Charleston Place their magic. In suburbs where child care and other services are close by, parents don't have to spend so many of their free moments driving. The growing number of people who work at home are nearer to the things they need. The isolating planned-unit development will continue to be built, but in




*Princeton Forrestal Village, Plainsboro, New Jersey (Sasaki Associates and Bower Lewis Thrower): a shopping and office complex in the "town style"—a suburban mall for people who dislike suburban malls*

a country where traffic seems to be getting worse and where the amount of time available to two-worker families is tightly limited, there will be more demand for something more efficient. America has been rich enough for some time to build the kind of planned-unit developments that suit its fears and vanities. It can also build towns that deal with the need for human contact and for conveniently placed services, and offer the joy of well-formed open spaces.

## Public Pleasure Versus Private Refuge

SOME OF THE MOST INTERESTING WORK IN COMMUNITY design is taking place not in the nation's suburbs but in its cities. There are two strongly differing viewpoints on how to design large urban housing developments today. One focuses on celebrating the public environment. The other tries to pull away from it, to a private, secure domain. Each of these attitudes is wielding considerable influence over the character of urban areas. On the one hand, some of the country's most respected designers are attempting to inject dignity, order, and human activity into cities by organizing new buildings around public streets and public parks, squares, and waterfront esplanades. On the other hand, much of the development that goes on around the country is predicated on the more reclusive attitude of wishing to retreat to private sanctuaries.

The emphasis on establishing an orderly, formal public environment is in part a strong reaction against the modern planning patterns of the 1950s and 1960s, which increasingly fragmented American cities with arbitrarily placed plazas and towers that pulled away from one another and from the street. It became obvious that more constancy and order were needed. A prime example of the change in thinking is the residential portion of Battery Park City, a ninety-two-acre office and residential development along the Hudson River next to New York City's financial district.

The Battery Park City Authority adopted its original development plan in 1969, but only one group of residential structures was built in accordance with these guidelines—a 1,712-unit apartment complex called Gateway Plaza. This cluster of concrete apartment towers, with lower buildings on its perimeter, stands aloof from the traffic of South End Avenue, one of the larger new streets built on the landfill site. To reach the towers' lobbies, you have to pass through Gateway Park, an irregularly shaped park area that has curving walkways and evergreens growing on little mounds—a bit of pastoralism in the city. The greenery is not meant for everyone: a sign announces FOR RESIDENTS' USE ONLY. The Authority envisioned many clusters of residential towers like this, but retreating from the street produced poor results. What faces the sidewalk and street on South End Avenue is a dull row of ground-floor stores with two stories of drab-looking parking ramp above. Something different was needed.

In 1979 the Battery Park City Authority adopted a revised master plan, developed by the design partnership of Alexander Cooper and Stanton Eckstut, who have since established separate New York firms. The new plan puts landscaped areas largely in the public realm and invests them with formality. A side street named Rector Place has in its center a public park something like the lovely old Gramercy Park, without the locked gates. Semicircular where it meets South End Avenue, the park is dignified and orderly, with small shrubs above a granite base, three-foot-high hedges, beds of raspberry-and-ivory-colored tulips, and a flowering crab-apple tree in the center.

On the next street to the north a fascinating sculpture, Ned Smyth's *Upper Room*, which has columns around its perimeter and a table at one edge suggestive of the Last Supper, holds people's attention. The sculpture connects Albany Street to a magnificent esplanade that the Authority has constructed along the Hudson. Sitting on benches from the 1939 World's Fair, people look off toward the Statue of Liberty and a not entirely dull vista of Jersey City.

The new buildings at Battery Park City seem in accord with their setting—a consequence of the design code, which requires architects to form the apartment buildings' exteriors into a consistent "street wall" with stone on the bottom two stories, orange brick on the walls above, prominent cornice lines, and non-rectangular peaks. The elements that have made traditional New York apartment-building exteriors gracious and neighborly—part of an ensemble that confers elegance on boulevards and parks—have been turned into a set of guidelines, within which the designers and developers are still free to exercise a moderate amount of imagination.

"Making public places is what New York is really about," Eckstut says. "How many projects do you know that are as successful as Park Avenue or Riverside Drive?" The positioning of harmonious buildings against open



*Battery Park City, in Manhattan (Alexander Cooper and Stanton Eckstut, urban planners): art adds life*

space—at Battery Park City, as on Park Avenue—creates the grandeur associated with cities at their best. The public spaces at Battery Park City are more than attractive decoration; they invite use. When I visited, people were sitting on the green benches along Rector Park's herringbone brick walks, turning *Upper Room* into a noon-hour lunchroom, and walking, jogging, and relaxing along the esplanade.

THROUGHOUT THE UNITED STATES, MUNICIPALITIES are revising their zoning codes to encourage uniform street walls and dignified, orderly public places. "Cities are rejecting piecemeal towers in parks," says Jonathan Barnett, of New York, an urban-design consultant to cities across the country. "We've gone back and said the original zoning codes [from prior to the 1950s] were not that far wrong." Public agencies and private developers are commissioning urban-design firms to organize neglected sites—such as old rail yards and waterfronts—and to give them a traditional urban character. Ehrenkrantz Group & Eckstut Architects has revised plans for Newport, a development along the Hudson in Jersey City which by 1993 is expected to be one of the East Coast's major new communities, with 10,000 housing units, 1.4 million square feet of shops, and 4.3 million square feet of office space on about 300 acres near the Holland Tunnel. The new plan puts more emphasis on an appealing urban streetscape with well-defined streets, squares, and parks. Along the East River in the Borough of Queens, the New York design firms of The Gruzen Partnership and Beyer Blinder Belle are laying out a seventy-acre project, which includes housing, offices, shops, and recreation facilities, on a regular street grid. "The grid streets will make the waterfront more visible and accessible and bring people from inner Queens to the public riverfront promenade," I. P. Torrey, Beyer Blinder Belle's director of planning and development, says.

In the Cityfront Center project, in Chicago, Alexander Cooper + Partners, of New York, has organized sixty acres of mostly vacant industrial land, at the edge of downtown near Lake Michigan and the Chicago River, into conventionally sized blocks with public streets, instead of creating monolithic "superblocks" with interior or elevated walkways, as was once the fashion in big urban developments. The buildings, containing 22 million square feet of offices, shops, housing, and other space, focus primarily on streets and public open areas—including two parks, a plaza, a court, and an esplanade. These, the designers say, "break a large project into distinctive 'places.'"

"We try to link with or reinforce the existing place, to complement what's already there," Brian Shea, who designed the project along with Cooper, says. "It's a return to the notion of connection. Battery Park City has been very influential. People are looking at making parts of cities that will become extensions of what is familiar." Eckstut contrasts this with the "private" orientation that still pervades much American zoning. Too often "all the buildings are trying to pull away," he says, "trying to protect themselves from their neighbors."

IN FACT, WHILE THE NEO-TRADITIONAL PUBLIC ORIENtation championed by urban designers like Cooper, Eckstut, and the partners in Beyer Blinder Belle is one major direction in current urban design, the movement in the opposite direction, toward emphasizing secluded internal landscapes, is also widespread. Many urban housing developments are being planned and promoted as a refuge from everything beyond their boundaries. The more discordant the surrounding area, the greater the tendency to establish a private world containing outdoor space and shared amenities from which nonresidents are excluded. In the Studio City section of Los Angeles, I visited one such complex—Studio Colony, a seven-acre apartment development bordered by aging apartment buildings, a heavily traveled commercial street, a freeway, and a flood-control basin. Studio Colony's 450 apartments, in a series of three- and four-story buildings with parking underneath, are reached by passing through a gate where a guard screens out unauthorized visitors.

The apartments, which range from 426-square-foot, $535-a-month studios to $1,200 two-bedroom units, feature varied ceiling heights and entrances placed diagonally for dramatic effect. The main attraction, though, is the assortment of gathering places, such as irregularly shaped courtyards that serve forty to sixty apartments each. The major common area, accessible to all the residents, has an outdoor swimming pool and terrace next to a meeting room, a gymnasium, racquetball courts, and other indoor facilities. Above this area rises an abstractly patterned clock tower—the designers' attempt to give Studio Colony a strong focal point.

# URBAN *design*

The Prince of Wales's speech at the Mansion House last December focused public interest once again on the quality of modern urban design.

Institute President Francis Tibbalds, who is both an architect and a planner, introduces articles in this issue which set out the issues and ideas which are central to a resolution of urban design problems in the 'post-modern' era.

Francis Tibbalds

## MIND THE GAP!

### A Personal View of the Value of Urban Design in the late Twentieth Century

### What Gap?

The title of this article is written in quite large lettering along the edges of the platforms at several London stations. It is a warning to travellers not to break their necks by stepping unwittingly into the gap between the carriages of the train, which are generally straight-sided, and the edges of the station platforms, which in many cases are curved! Both train and platform are necessary to the successful accomplishment of the traveller's journey, but they clearly don't fit together as well as they ought to.

We have the same problem in this country – and, in my experience, in many countries abroad – with the professions which are concerned with the design and management of the built environment. The individual professions – architecture, town planning, engineering, landscape design, estate management and so on – have become separate, compartmentalised and introspective.




*George Bernard Shaw called the professions "conspiracies against the laity". Architectural cartoonist Louis Hellman makes the same point.*

They don't fit together as helpfully or usefully as they should. There are gaps between them every bit as dangerous to the well-being of society as those at Waterloo or Victoria Stations. George Bernard Shaw, with barbed wit, referred to the professions as "conspiracies against the laity". It behoves all of us to prove him wrong – to demonstrate a greater relevance to the community that we all serve. That, I believe, is what *urban design* is about. As an academic and professional discipline it can not only fill the gap to which I have referred; it can, and should, be the central focus or common ground between all of the environmental professions.

The inescapable reality for all of us is that people judge architecture and planning, landscape and engineering by the *quality* – principally the physical quality – of what they see and experience around them. They are, correctly and understandably, more concerned with the function and attractiveness of *places* as a whole and less with individual buildings, plans and procedures, however brilliant and well-conceived each of these may be in its own right.

### The Urban Design Group

Fed up with the public squabbling which was occurring in the late 1970s between architects and town planners, a small group of like-minded individuals came together to form the Urban Design Group. Town planners had become too involved in

systems and processes in their own right. Architects had become obsessed with 'going it alone' and breaking free from aesthetic and other planning controls. Neither got on with the engineers-commonly viewed as narrow-minded and intransigent – nor took much notice of the landscape profession. All were at fault. It was the community that lost out.

Both the Royal Institute of British Architects and the Royal Town Planning Institute were predictably sceptical and dismissive when the Group established itself in 1979, with some 40 or so members, and the objectives of:

- promoting higher standards of performance and interprofessional co-operation in planning, urban design, architecture, engineering and landscape design in Great Britain;
- educating the relevant professions and the public in matters relating to urban design;
- helping to achieve a higher quality environment.

This must all sound rather 'worthy' stuff! Yet since those humble beginnings and lofty aspirations, the Urban Design Group has achieved more than its founders may have dared to hope. It has arranged countless talks – attracting such names as the late Kevin Lynch, Leon Krier, a former Secretary of State for the Environment and the current Chairman of the Royal Fine Art Commission; organised conferences and weekend forums around the UK; set up study tours in several European countries; brought into being its own highly popular publication *Urban Design Quarterly*; and has benefited from press and television coverage. The Group is consulted by Government on draft legislation.

Membership of the Group is now well over 500, drawn from the various environmental professions and those with an interest therein, from the public, private and academic sectors, and also including a significant number from overseas. Membership is growing quite quickly, bringing the prospects of a paid secretariat and permanent premises within an amazingly foreseeable reach.

The Group's first President was the well-known architect-planner Roy Worskett. The office of President is currently enjoyed (literally) by the hugely popular Terry Farrell. The Group is managed by an impressively energetic Executive Committee. It is important because it remains the only body in this country, outside of academic institutions to speak for 'urban design'.

## W[redacted], then, is urban design?

Cynics, possibly with some vested interest in preserving existing professional divisions, still query what 'urban design' is and the need for it. Accepting that there is, to my knowledge, no easy, single, agreed definition, I hope that if I list some of the attempts, often rather wordy, at a definition, there will be no doubt in anyone's mind what it is all about. And, equally, what it is *not* about – which is a Cullenesque cornucopia of cobbles and bollards (and that is not to say that I don't adore Gordon Cullen's work and drawings).

The following then, are some of these definitions:

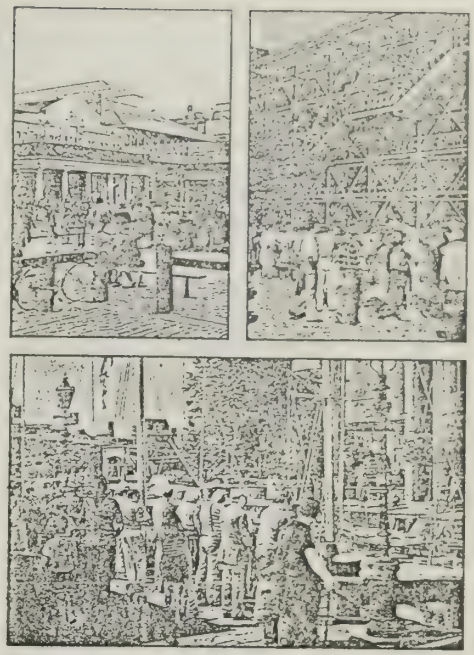
- the coming together of business, government, planning and design
- the interface between architecture, town planning and related professions
- the three-dimensional design of places for people in which to work, to live, and to play, and their subsequent care and management
- a vital bridge, giving structure and reality to two-dimensional master plans and abstract planning briefs, before detailed architectural or engineering design can take place
- the design of the built-up area at the local scale, including the grouping of buildings for different uses, the movement systems and services associated with them, and the spaces and urban landscape between them, within a context of continuous change in the social, political, administrative, economic and physical structure of towns and cities
- the creative activity by which the form and character of the urban environment at the local scale may be devised, modified and controlled, in circumstances of social, economic, technological and/or political change.

Some people refer to urban design as "lots of architecture" or the "spaces between buildings" or "a thoughtful municipal policy" or "everything that you can see out of the window". I'm indebted to Paul Murrain from Oxford Polytechnic for the most succinct definition: 'urban design is the physical design of the public realm'.

I actually don't mind too much which definition(s) are adopted. Taken together, I think that there can be little doubt about what we are talking. What I do believe passionately is that urban design is an *inclusive, collaborative discipline,* breaking down the traditional barriers between all those professions engaged separately or collectively in its practice or elements of its practice.

## Who are the urban designers?

There is no single answer. Design skills are important. But so is a sensitive approach to the after-care and management of places, an understanding of the economic and social dynamics of change and the ability to seize



*The new approach: places not buildings — exemplified by popular new or regenerated parts of London like Covent Garden Piazza and St Katherine's Dock. Even a startling building like the Pompidou Centre is less important than the sheer urban vitality of what goes on outside it.*

opportunities as they are presented. Urban designers can be from any of the professions that I've already mentioned – architects, town planners, engineers, landscape designers. They can equally well just be good managers. They need vision, imagination and flair. They need stamina and commitment to work – often over long periods and against daunting odds – for the good of the town or city *as a whole.*

Generally, by its very nature, urban design is a team activity. But it is often the case that major urban design achievement requires the leadership of a passionately devoted individual. Historically, famous names like Sixtus V, Michelangelo, Sir Christopher Wren, Peter the Great, Baron Haussmann, John Wood, James Oglethorpe and John Nash come to mind. Today it will more probably be 'Mr Milton Keynes', 'Mr Bath', 'Mr Docklands', 'Mr Liverpool'.

Individually, or most likely collectively, urban designers need a formidable array of attributes.

- They must be able to *operate at a high level* – a force to be reckoned with and appreciated by politicians, administrators, industralists, developers and so on.
- They must be passionately concerned with *achievability* – the relentless dedication to putting all manner of design ideas to practical effect that has characterised city building in history.
- They must be *outward-looking* and show due deference and humility to the other professions and to the community.
- They must be able to argue cogently and convincingly for the necessary

*resources* of finance, land and manpower to see through their ideas. Reports, coloured plans, models, advocacy and the ability to negotiate effectively are only means to an end. The end is to achieve something worthwhile *on the ground.*

- They must possess *astute financial awareness,* in particular of the mechanism of public finance and the profit motivation of private developers.
- They must be *idealistic* – spotting those of like minds; and *realistic* – recognising why things go wrong.
- They must have an *unfettered imagination* and a commitment to *quality* and to finishing the job.

## 'Good' urban design – a personal view

When I decided to write this article, I thought it was important not only to look at the professional and institutional context for urban design, but also to be prepared to say what I think are the key characteristics of 'good' urban design. It is necessarily a personal view. It is one that I am accustomed to offer at major public inquiries. It is derived from my professional experience of working on physical urban problems over a long period; from relevant urban design literature and proponents (including recent work by the Urban Design Group); and, most importantly, from observing and listening carefully to people who use urban areas. I would be disappointed, however, if it didn't receive fairly broad-based support amongst fellow professionals and, more importantly, the community.

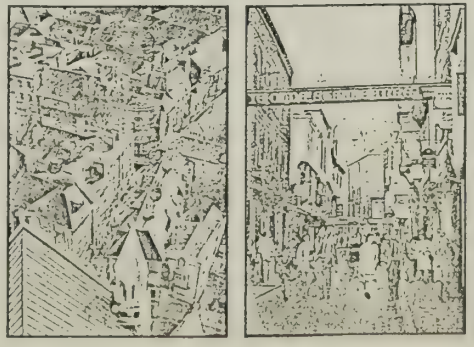
*A new approach: places not buildings.* As noted at the beginning of this article, I strongly believe that people care far more about the overall quality of urban places as a whole than they do about the individual buildings, roads and landscape of which they are constituted, or the plans or processes that led to their creation. This is not to deny the importance of these other things – they are just not the *most* important consideration. What has happened is the emergence of a 'post-modernist' approach to architecture and planning. The words are dangerous. I loathe jargon – convenient handles can convey entirely the wrong meaning. If I could think of an alternative to 'post-modern' I would. May I then stress that what I am writing about has nothing to do with style – in buildings or anything else. It is about a fundamental change in approach from the days of rampant 'modernism'. In the modernist approach the object was a building or other physical object. It was often separated from its neighbours by large tracts of land and/or highways. Designs were open and non-urban, almost suburban, in character. The 'modernists' obsessively and rigorously



*It doesn't matter where this actually is. The devastation of 1960s "comprehensive redevelopment" can be seen in most towns and cities throughout the UK.*

applied concepts of the grid, tidiness, zoned separation, the 'international style', large-scale engineering, a severance with history and tradition, high technology construction and mechanisation. They thought at the scale of a moving vehicle. Growth and 'comprehensive redevelopment' were the norm. Unconstrained, green field or war-damaged sites were the ideal canvas. The devastation that this approach has produced can now be seen in virtually every town and city in the country.

In the post-modern era there is emerging a strong rejection of this philosophy. We are witnessing a return to the spirit of 'urbanism' that characterised well-loved traditional towns and cities. The concern is once again for the scale of people walking, for attractive, intricate places, and for zoning complexity. The object has now become the *space* between buildings, rather than the buildings themselves. Attention is now focused on resource management, flexibility, incrementalism, ecology and conservationism. The norm is no longer about growth *per se.* It is about rejuvenation, regeneration, rehabilitation, sensitive infilling and a continuity with tradition and history. The approach is a much more pragmatic one. Professionals have to work by moderation, conciliation and concensus. The aim is to create urban areas with their own identities, rooted in a regional and/or historic context. The physical design of the public domain as an organic, colourful, human-scale, attractive environment is the overriding

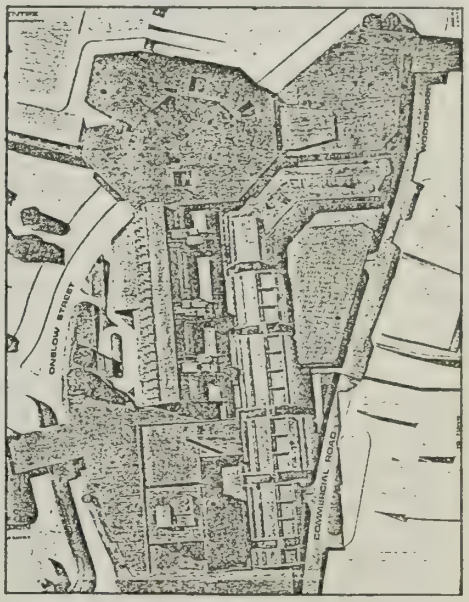


*There is now a return to the spirit of 'urbanism', intricate townscape and the scale of people walking that characterises well-loved traditional towns and cities – like York.*

task of the urban designer in a post-modernist society.

*Contextualism.* Popular and attractive urban areas tend to be those in which a contextualist approach has prevailed. By that I mean the process of examining the town or city as a whole and relating changes or new development to it in a sensitive and careful manner. This does involve taking a comprehensive overview, but *not* in the sense of the comprehensive redevelopment planning of the 1960s, much of which looks as though it has been carried out by a knife-happy, blindfolded surgeon. Rather it is an urban 'healing' objective, retaining as much as possible of what is good and worthwhile, and adding to and enhancing it, with the aim of creating a new whole which is greater than the sum of its parts.

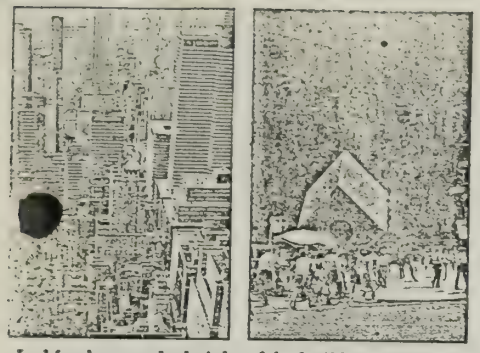
*Mixed uses.* I have always enjoyed the mixed-use character of traditional urban




*The author's prize-winning architectural theses project for part of Guildford – the origin of a strong belief in friendly, mixed-use, intricate, low-rise, human-scale environments that has endured over some 22 years of working on town centre design in the UK and overseas.*

areas. Jane Jacob wrote cogently and convincingly in 1961 out of alarm at what was happening to US cities on reconstruction *(The Death and Life of Great American Cities).* A few years later, unusual for the time, my architectural thesis project concentrated not on a complex building, but on a large urban site for which a mixture of uses could be developed. Since then I have remained unshakable in my belief that the best urban places offer a mixture of uses and a variety of activities and experiences. Living, working, trading, shopping and playing all gain from being linked, as opposed to being zoned and separated.

*Human scale.* A comfortable pedestrian environment is one which is related to the scale and pace of pedestrians, not to that of fast-moving vehicles. This doesn't



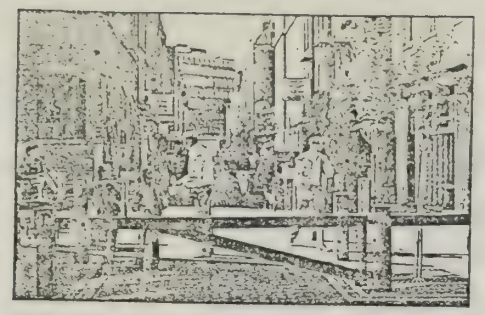
*In Manhattan the height of the buildings is largely irrelevant: it is the character at street level that matters.*

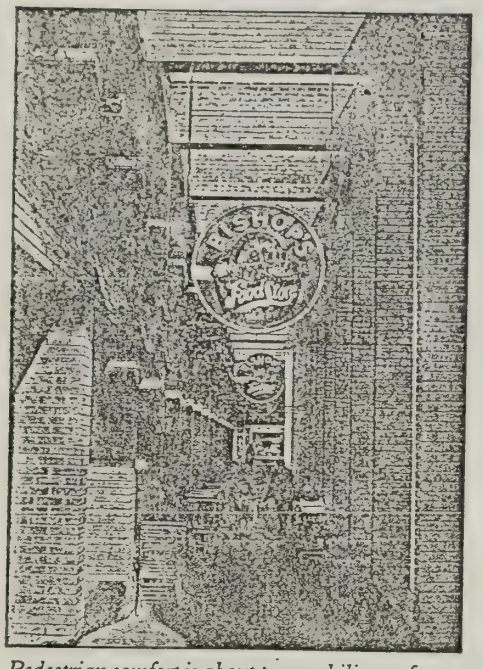
necessarily preclude high buildings – what is important is what is perceived close to eye level. In parts of Manhattan, for example, a pleasant pedestrian environment has been achieved by the way in which the street level is handled – it being largely irrelevant whether the main building rises to 10, 20 or 100 storeys. Equally a four or five-storey building can be totally alienating to the pedestrian environment if it fits unhappily with its neighbours and provides a dull or unfriendly street level facade.

*Pedestrian comfort.* Few would disagree with the assertion by Sir Colin Buchanan (*Traffic in Towns* 1963) that "...the freedom with which a person can walk about and look around is a very useful guide to the civilised quality of an urban area". Successful urban environments are 'permeable' to pedestrians, i.e. they permit or encourage pedestrians to move about in a variety of directions. Some degree of shelter from inclement weather is generally welcome, together with convenient, safe opportunities to cross busy roads. However, on the whole, people have found totally enclosed pedestrian environments and underpasses or bridges rather uncomfortable, disorienting and alienating, preferring usually to remain at ground level and in spaces open to the sun, rain and sky.

*Access to facilities.* Variety and choice is required in access to different activities, resources, information and places for all sectors of the community. Urban areas should be permeable to all regardless of age, ability, background or income. They should offer choice in terms of mobility. A place with mixed uses has varied building types, of varied forms. It attracts a variety of people at a variety of times for a variety of reasons. Variety, therefore, becomes a key component of a rich and enjoyable visual and physical environment.

*Legibility.* All this word really means in this context is that it should be easy for people, as pedestrians or drivers, to understand where they are, how the town centre is arranged and which way to go for the different places, amenities and facilities that they require. Linked sequences of spaces help, together with





*Pedestrian comfort is about permeability, safety and a degree of shelter; Neal Street, Covent Garden and a new shopping arcade at Stony Stratford, Milton Keynes – both more fun to be in than the undistinguished, sterile environments of most totally enclosed shopping centres.*

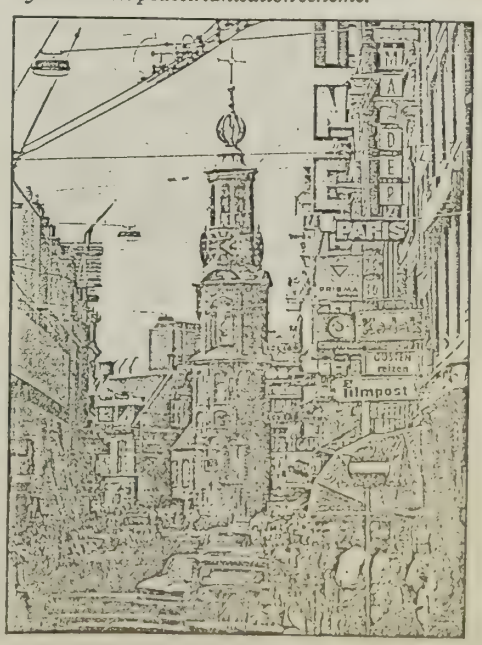
particular landmarks. The skyline may also indicate particular activities (e.g. churches, recreation and entertainment buildings) or a concentration of uses (e.g. a cluster of office towers). An intricate low roofline combined with a complex small-scale street pattern may well signal the historic core of a town or city centre. Conversely, legibility is hard to achieve in covered, enclosed spaces such as shopping malls and subways and the designer then resorts to extensive signage – often both confusing and intrusive.

*Robustness and adaptability.* Places which can be used for a variety of purposes offer their users more choice than places whose design limits them to a single fixed use. Places which have this quality are called 'robust'. Similarly, buildings and spaces in successful urban areas have a remarkable ability to adapt over time to changed circumstances and different uses and opportunities. The Georgian town building is the most obvious example of a form of building which has proved particularly flexible in this respect, both individually and in its suitability to be used in combination to form whole streets, squares and crescents.

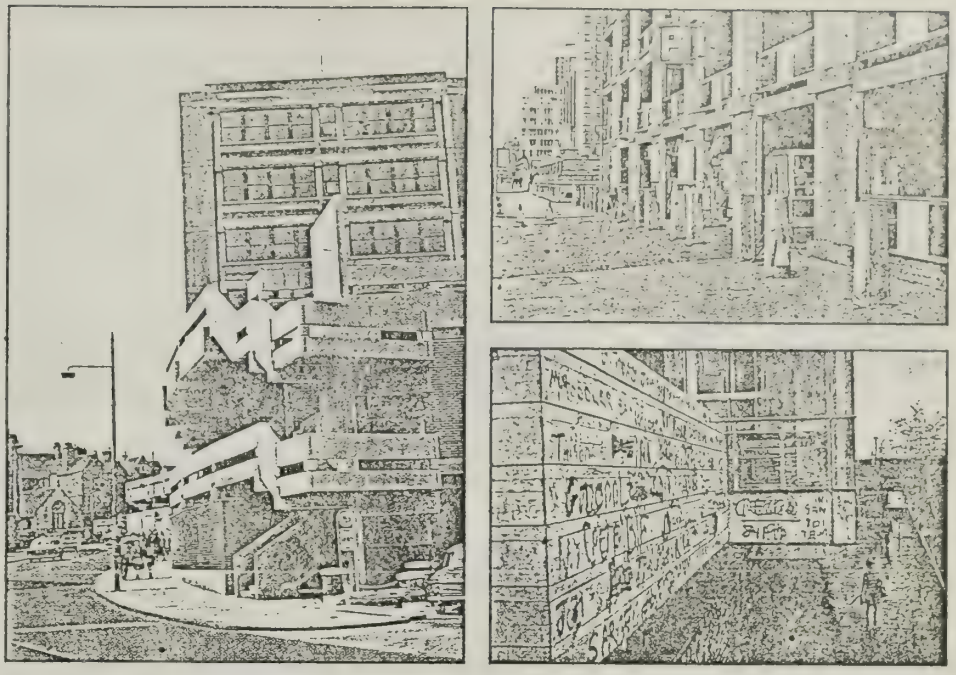
*Incremental growth and change.* Urban change is nearly always a painful process, particularly when it takes place on a large or 'comprehensive' scale. Town centres are particularly vulnerable to change. The immediate post-war period saw, in many cases, the complete redevelopment of town centres in order to facilitate new social and commercial demands and pressures. People in the 1950s and 1960s, especially in the big cities, wanted change and fought for it. Life, it was believed, could and should be better following the lean pre-war and war years. The period saw change on an unprecedented scale, often through what might be described as 'brute force' planning and implementation, and this produced townscapes that did not always meet with public approval. The devastation of many town centres and their communities led in the 1970s and 1980s to a new movement – the 'conservation lobby'. People had, by the 1970s, had enough of brutal change and wanted to keep familiar environments intact.

Historically, urban areas have grown and changed slowly and organically. To the extent that modern-day development can be achieved incrementally – healing or 'mending' the edges as it goes – the more acceptable it is likely to be found. People enjoy and are comforted by historical associations. Where practicable, new development should build on or adapt what exists, rather than wipe the slate clean of all familiar and historical associations. Once buildings are demolished they are gone for ever – as, for example, occurred with the 1950s and 1960s 'comprehensive redevelopment' schemes whereby whole sections of existing human-scale townscape were lost and replaced by bland and mediocre new

*Human-scale, lively, mixed-use townscapes which have developed organically are popular and successful. Reguliersbreestraat, Amsterdam, as it looked in 1978 – sadly it has now been emasculated by a soul-less pedestrianisation scheme.*



buildings. Much of this rebuilding is now universally disliked and, in some cases, is already being pulled down or substantially refurbished. This position is to be found in virtually every town in the country. A number of leading developers, e.g. *inter* [illegible], the Greycoat Group, Stuart Lipton and MEPC, have heard and understood this message. They are now trying to work with, rather than against, this public feeling. What is finding greater favour with the community, as well as developers and their advisers, is an approach characterised by a more contextual, organic, incremental and sensitive way of thinking and designing.



*The majority of 1960s development is now universally disliked.*

## The way forward

I am actually very optimistic. The ability, through the enabling framework of urban design, to work together, to consider places as a whole, to make things happen and to elevate quality as a principal objective will, I believe, help us all to be more relevant to the needs of late twentieth century society.

Urban design is gaining wider recognition. It has done this over the past decade in spite of, rather than with the help of, the professional institutions. Ironically, it has been some of the more enlightened developers who have got the message first – good urban design represents good value for money and is popular. The new breed of developers are pulling down the mediocre, ill-maintained, shabby, commercial buildings of the fifties and sixties. New development in our towns and cities is, on the whole, a lot better – more human in scale, more sensitive and certainly more popular. It is also a lot more fun – colour, pattern, decoration and texture, not to mention witty (and sometimes not so witty) eclectic, historical references – combine to produce buildings that are actually enjoyable for ordinary people to use and look at! After modernism, an entirely new breed of 'isms' is with us – urban*ism*, contextual*ism*, incremental*ism*, conservation*ism* – and, to my mind, this is very much to the good.

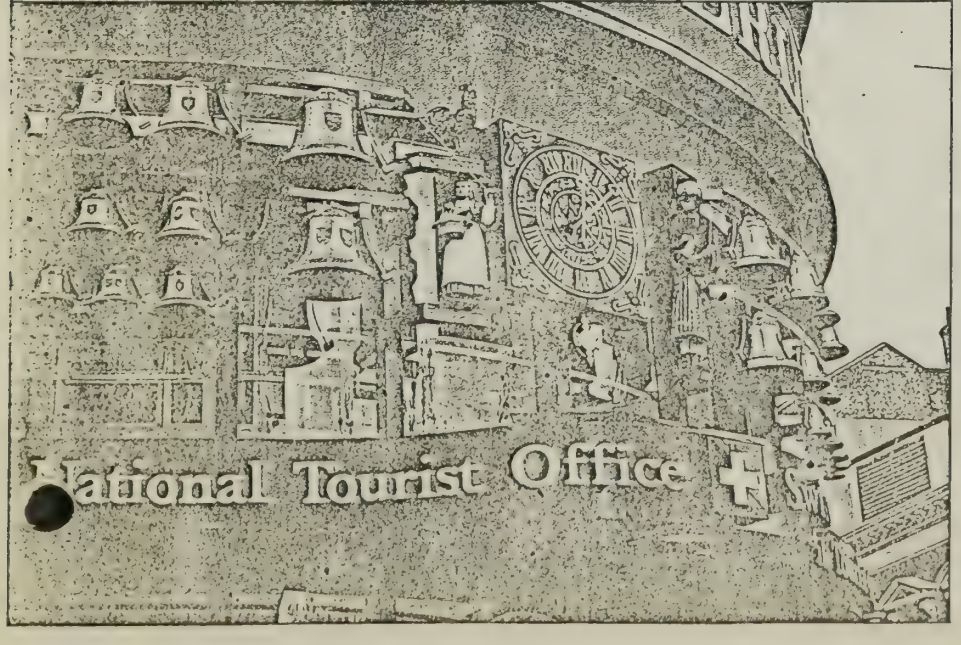
## Closing the gap

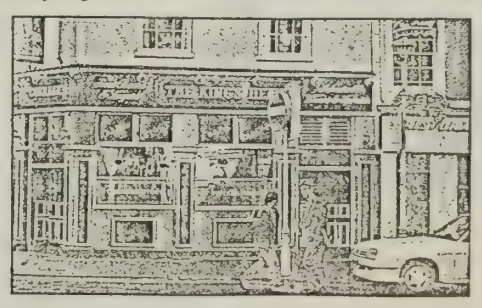
I'd like to end where I started – with the 'gap'. It is still there. But I truly believe it is now of bridgeable dimensions. The Urban Design Group will soon be 10 years old. It has already achieved much more than the small bunch of us who helped to found it could have dared to hope. The institutes seem to be a bit more collaborative. *Closing the gap* between the various professions concerned with the built environment is a major part of my 1988 Presidential theme. I have held out a hand of friendship and collaboration to Rod Hackney, before he became the new RIBA President, and I'm delighted to say that he warmly clasped it. The relationship is being cemented during 1988.

Urban design can be daunting and frustrating. Often projects go wrong. But good results can be achieved. In my view they are more likely to be achieved through collective patience, stamina, mediation and compromise than by pig-headed, dictatorial and arrogant individualism. Urban design involves a meeting of minds and the taking of small, sensible, incremental steps. Very rarely is it about great extravagant strides!

Francis Tibbalds is an architect and town planner in private practice as a Director of the London-based firm Tibbalds Colbourne Partnership. He was the founding Chairman of the Urban Design Group (1979-86) and is currently President of the Royal Town Planning Institute.

*A lot of street design is now much more enjoyable – colour and decorative detail close to eye-level are particularly important.*





Bill Janssen
Some interesting reading
Bill Lambert

MAR 2 9 1988

John Fondersmith

# Making Downtowns Fun!

## 2040

The "city of the future" will bear little resemblance to the science-fiction images from the past. Rather, cities will increasingly build on their own unique characteristics, as represented by their historic downtown areas.

What will America's "downtowns" be like in the year 2000? The answer to that question is not too difficult, since many public and private projects that are in the planning stage will be completed sometime in the 1990s. Almost all cities have downtown plans extending to the year 2000 or beyond. But a longer-term look of 40 to 50 years requires us to think about the state of the downtowns of major American cities in about the year 2040.

We are talking about the downtowns of approximately 60 to 80 major American cities that have a significant scale of activities concentrated in that center. Many smaller cities also have impressive downtown revitalization programs, but the scale and the competition with new outlying centers may have different results.

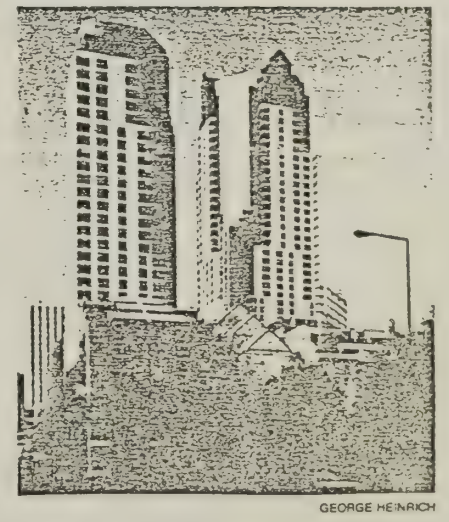
Many of these downtowns went through a great period of growth during the first three decades of this century. They began to feel the enormous impact of the automobile. After more-gradual change during the Depression and World War II periods, decay accelerated in downtowns during the 1950s. The period of rapid suburban expansion began. By the late 1960s, most downtowns reached their low points. Then a series of new ideas led to a major revival of almost all downtown areas of major American cities. Interestingly, the forces shaping the recent revival have not been primarily technological in nature. Instead, they have been basically simple ideas.

### Downtown Office Employment

Office development has been the real "driver" of downtown development over the past 30 years and will continue to be the single most important factor in the future, even though retail and cultural activities may receive more attention. In the 1950s and 1960s, some pundits were forecasting the withering away of downtown office employment, with workers decentralized to workplaces in their homes and outlying sites.

There has been, of course, major office development in the suburbs, but downtowns have also seen an office boom. A 1984 survey of 33 large U.S. downtowns by the Urban Investment and Development Company found that approximately 58 million square feet of office space was built in the 1950s, 132 million square feet in the 1960s, 196 million square feet in the 1970s, and 218 million square feet completed or under construction from 1980 to 1984. That boom continued for several more years, though some cities are having a slow period while demand catches up with supply.

The past decades have seen the redesign of the office workplace, major changes in office routines and technology, and changes in the office work force. Change will be even more dramatic in the future. Continued advances in telecommunications and a shorter workweek will likely mean that employees will work in the downtown office several days a week and work from home or other locations on other days. Office areas will increasingly provide day-care centers, gyms, and training centers. In the ongoing effort to attract office construction, cities will stress the amenities of downtown and will improve transportation access.



GEORGE HEINRICH

Galtier Plaza, a mixed-use development, is the focal point of the Lowertown area of downtown St. Paul.

The skylines of American cities have been transformed in the last 30 years, primarily by office towers. While technological advances will theoretically allow taller and taller

"The nurturing of this new spirit of fun and vitality at the core of cities has been a major factor in the resurgence of the American downtown in the past decade."

buildings, economic and social considerations will limit the number of super skyscrapers. More attention will be given to the "ground floor" of downtown areas.

After several decades of bland metal and glass boxes, today's tall office buildings are again assuming more ornamental and sculptural forms. San Francisco has pioneered urban-design requirements to achieve less boxy forms for new buildings, and other cities are following this lead. We are likely to see more-coordinated efforts to design dramatic skylines, including new uses of light at night to create dramatic effects.

Of course, by the early twenty-first century, many skyscrapers of the mid–twentieth century will have outlived their economic life. Those that cannot be economically renovated will have to come down in large-scale demolition actions.

### Downtown Is Fun

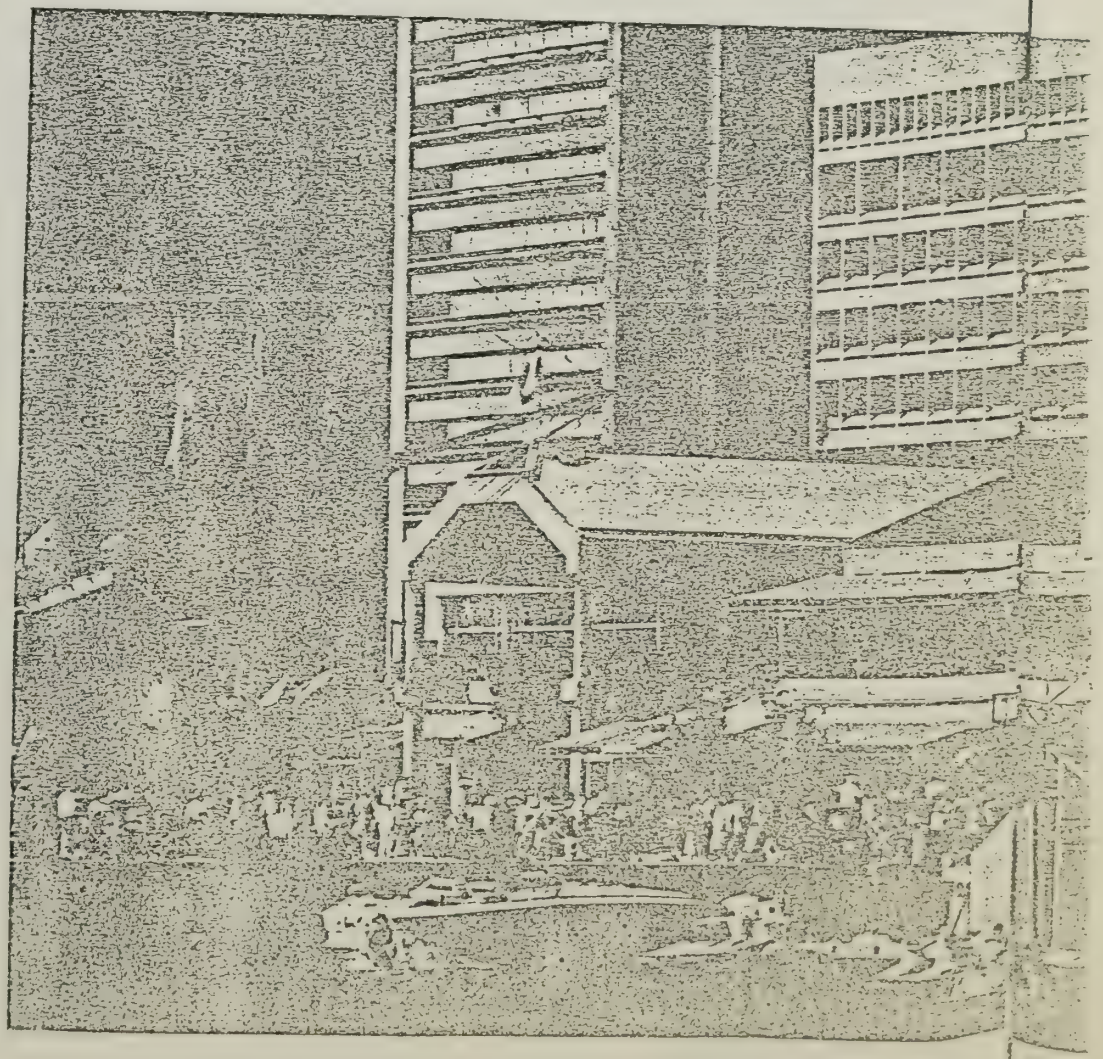
A number of approaches have been taken to attract more people downtown — to work, to learn, to shop, to play.

• **The "festival marketplace."** The "big idea" of recent years has been the "festival marketplace." Of course, cities have always had markets and some specialized retail areas. The concept of recycling old buildings into a complex of shops and restaurants on a major scale was first done in the mid-1960s in Ghirardelli Square and the Cannery in San Francisco. However, it was James Rouse who fully conceptualized and implemented the festival-marketplace concept with the development of Faneuil Hall Marketplace in Boston in 1976.

Other festival marketplaces and retail complexes already developed include Harborplace in Baltimore, the South Street Seaport in New York City, the Union Station project in St. Louis, The Waterside in Norfolk, Portside in Toledo, the 6th Street Marketplace in Richmond, and the Old Post Office in Washington, D.C. Almost every large city now has or is developing a marketplace.

While hugely successful as retail centers, the festival marketplaces have had a much more important role in creating new civic gathering places and in dramatically changing the image of American cities. A 1981 *Time* magazine cover story on James Rouse declared, "Cities Are Fun!" — a statement almost unthinkable in the atmosphere of the 1960s. The nurturing of this new spirit of fun and vitality at the core of cities has been a major factor in the resurgence of the American downtown in the past decade.

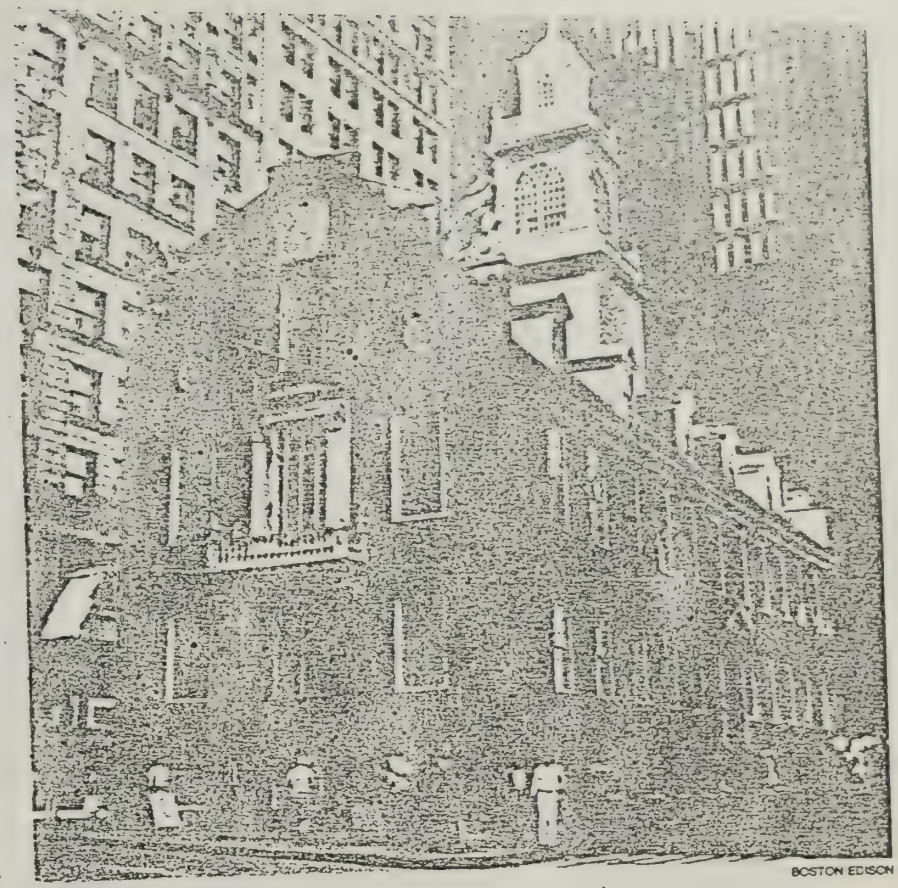
The success of the festival marketplace has spurred new interest in downtown retailing, which had



Harborplace in Baltimore takes advantage of the city's proximity to the waterfront to draw shoppers and tourists downtown.

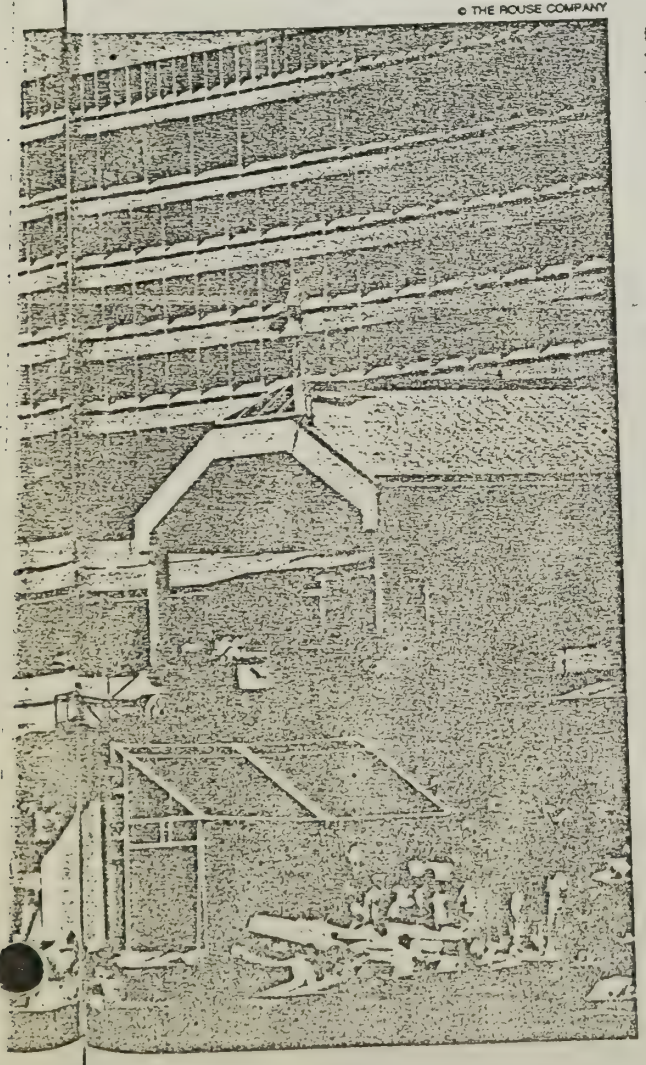
been dormant or declining in most cities since the 1960s. Today, major retail complexes have been completed or are under construction in many cities, including development of new department stores. In many cases, the retail complexes connect existing stores. The Rouse Company has also been a pioneer in this movement, with The Gallery in Philadelphia, Grand Avenue Concourse in Milwaukee, The Shops in Washington, and the new Gallery at Harborplace in Baltimore.

In many developments, the festival marketplace and the major retail complex have come together. Horton Plaza in San Diego, a colorful collection of new and old buildings with new department stores, shops, and restaurants, represents a new generation of downtown retail development.



BOSTON EDISON

Old State House in Boston will be renovated for energy-efficiency. The historic buildings of downtowns will take on new importance as "cities of the future" enhance their individual characters.



© THE ROUSE COMPANY

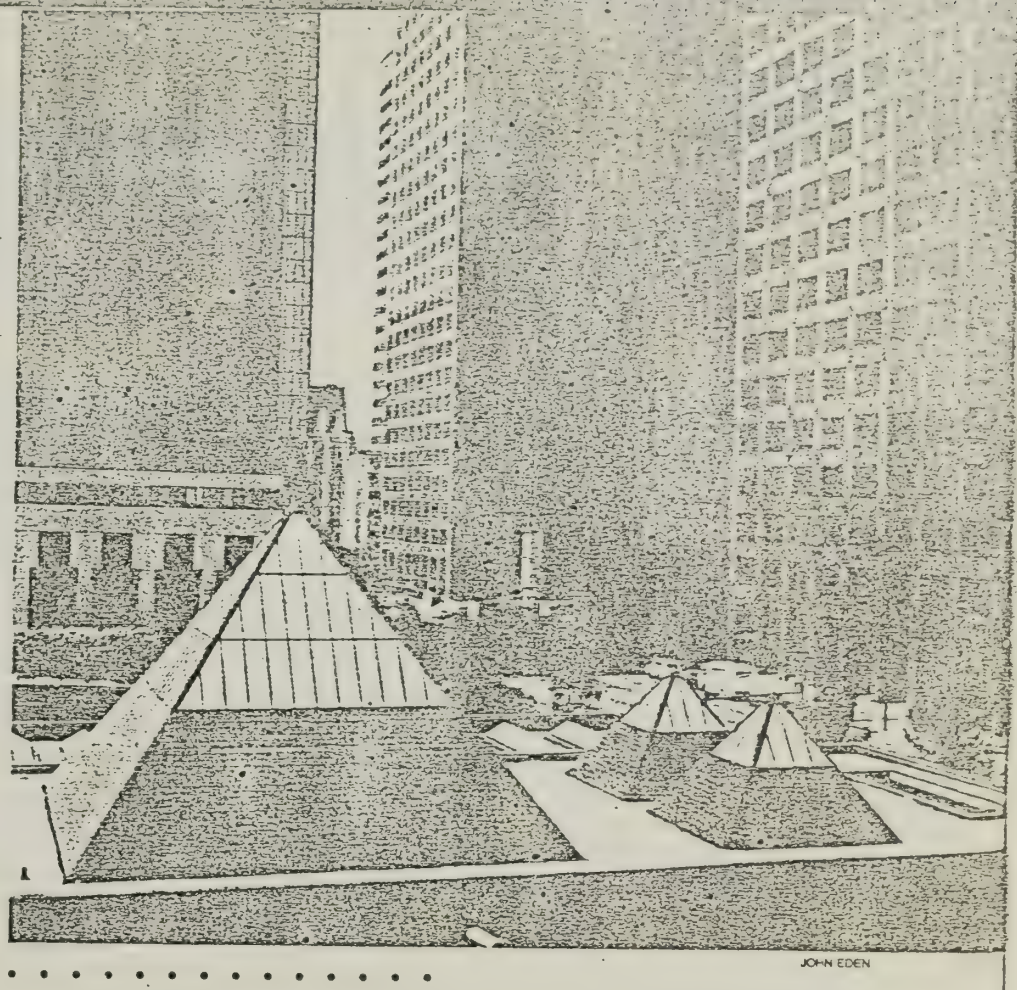
Major new retail complexes will be developed in downtowns over the next 40 to 50 years, and existing retail centers will be renovated and restructured. The challenge facing city planners and developers is to devise the new mix of activities to attract the customers of the future. This new mix will combine retailing with the educational, cultural, and entertainment assets of downtowns.

• **Historic preservation and urban design.** Preservation of historic buildings has been another "big idea" and a major force in the development of downtowns over the past two decades. This is quite a contrast to the science-fiction visions of all new downtowns outlined in the 1939 World's Fair and in writings and drawings of that period. Historic preservation has helped provide a new alternative vision of the future downtown. Thousands of buildings of all types have been recycled in one form or another in downtown areas across the country. Historic districts have been established in downtowns and adjacent areas.

Although preservation vs. development conflicts continue in many cities, the role of recycled older buildings is increasingly recognized as a plus factor for downtowns compared with outlying suburban commercial centers. These buildings and historic areas provide a sense of place and history that new outlying centers cannot match.

Historic preservation will probably become relatively less important in the years ahead. By the year 2000, almost all nineteenth and early twentieth century buildings will have been recycled, sometimes more than once, or will have been demolished. Of course, as time passes, our idea of what is "historic" will evolve also. In a few years, some surviving bland 1950s buildings may even have a new appeal.

We are now in a period of "postmodern" architecture, in which architects and their clients are redis-




The Los Angeles Museum of Contemporary Art is set at the heart of the 11.2-acre California Plaza, a mixed-use complex scheduled for completion in 1993.

covering ornament, color, and urban-design values. The public is much more ready to accept replacement of old buildings of no particular merit if the new buildings are of quality design. The present concern with old buildings and areas will continue to evolve into a broader concern with the quality of the overall urban environment.

• **Open spaces.** The past 25 years have been a great period for development of new parks, plazas, and open spaces in American downtowns. Every major downtown has constructed numerous open spaces, often including pools, fountains, and outdoor sculpture. A number of great city avenues have also been rebuilt, including Pennsylvania Avenue in Washington, D.C., and Market Street in San Francisco. The success of these efforts will spur additional large-scale streetscape efforts in the future.

One of the most dramatic changes in the future will be trees. Trees and more trees! Cities will undertake major downtown forestry programs, with thousands of new trees planted along streets and in parks. A permanent urban-forestry corps will maintain them. Not only will such a program yield aesthetic dividends, but the trees will also provide shade and help cool urban temperatures.

• **Waterfront development.** Many major cities are located on rivers, lakes, or bays. Although these waterways are generally less important for industrial and shipping purposes than they once were, they are increasingly important as urban amenities. Water has a special fascination for people, making water resources attractive focal points for new development. In most American cities, the waterfront is adjacent to or near downtowns, and almost every city with a waterfront resource has undertaken some kind of waterfront-enhancement program. Baltimore's Inner Harbor, with Harborplace, a magnificent aquarium, and growing mixed-use development of adjacent areas, is one of the nation's most impressive waterfronts. Battery Park City in New York City is a magnificent new development stretching along the Hudson River. And San Antonio's unique Paseo del Rio (Riverwalk) has become the focus of that city's downtown.

Some cities blocked their waterfronts with elevated highways and inappropriate development in the 1950s and 1960s. Today, cities such as San Francisco, Boston, and Hartford have plans to eliminate or relocate early expressways in order to reconnect downtown to the waterfront. By the year 2000, virtually all waterfront cities will have reclaimed much of their downtown waterfronts for public access and mixed-use development, and such development will continue into the twenty-first century.

• **Cultural centers.** In the future, cities will seek to develop and expand a range of cultural and entertainment facilities in downtowns to provide learning experiences that are fun. Arts, education, and entertainment activities will be increasingly important in the downtown of the future, and these activities will be increasingly intertwined.

Cities have intensified efforts over the past 20 years to retain or build new cultural facilities downtown. Major performing-arts centers have been built in Los Angeles, Houston, Denver, St. Paul, and a number of other major cities. Classic old music halls and movie palaces have been renovated for performing-arts use in many cities, including Pittsburgh, Cleveland, Richmond, Cincinnati, and Milwaukee.

Today, there is a new wave of "arts districts" under development. Perhaps the most extensive such district is being created in Dallas. A new art museum opened in 1985, and construction began in 1986 for a new symphony hall. This all-new arts district is to include restaurants, shops, and small

"Arts, education, and entertainment activities will be increasingly important in the downtown of the future, and these activities will be increasingly intertwined."

theaters, as well as new office development. Washington, D.C., has outlined a Downtown Arts District and is developing local arts activities between the National Portrait Gallery/National Museum of American Art at Gallery Place and the National Gallery of Art and Smithsonian museums on the Mall. Boston is developing an arts district between Boston Common and the "Downtown Crossing" retail area, utilizing existing theaters and new development.

Downtown revitalization in many cities includes community colleges and universities. But "education" is increasingly seen in a wider context, in attractions that combine education and entertainment. Children's museums and science museums are especially popular. Elaborate planetariums and IMAX theaters attract visitors for fun and learning. Both Boston and Baltimore have built exciting downtown aquariums that are research centers and major visitor attractions. A recent *New York Times* article indicated that at least 22 cities were planning to expand or build new aquariums. Future museums will include elaborate simulation centers that will allow visitors to participate in a number of imaginary but very realistic experiences.

### Visiting Downtown

All cities today make a special effort to attract visitors for a variety of purposes (e.g., business, conventions, and tourism). Visitors mean increased tax revenues, jobs, and business development. The past two decades have seen a wave of hotel construction. New hotels have been a major factor in the image of revitalized downtowns.

Another trend has been the renovation of classic old hotels that date back to the early twentieth and late nineteenth centuries. The beautifully renovated Willard Inter-Continental Hotel in Washington, D.C. (built 1901, closed 1968, reopened 1986), is the latest of many grand old downtown hotels to be rescued from oblivion.

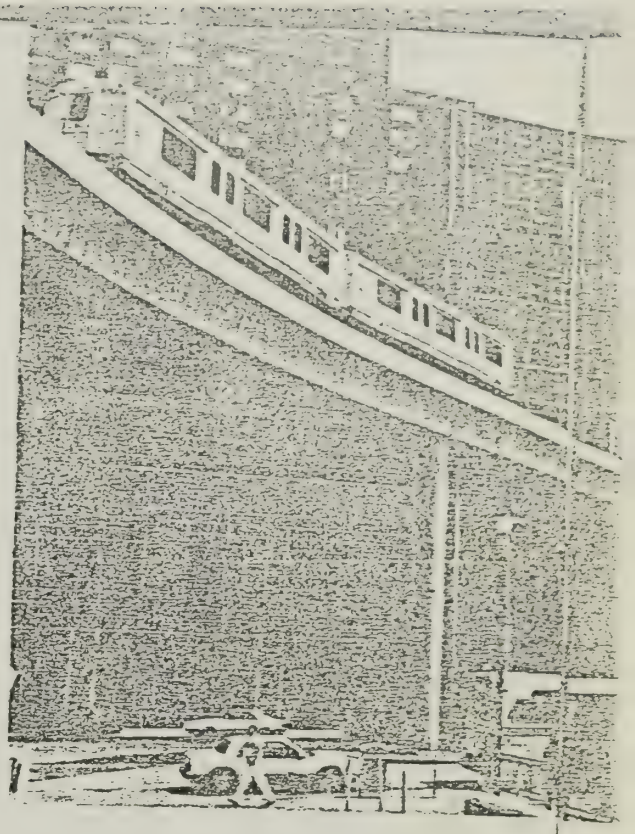
Many visitors to downtown will just be looking for a room for the night, but the need for more moderately priced hotels is increasingly difficult to meet because of high land costs in some cities. In the future, cities will undertake special programs to encourage low-cost accommodations. Many hotels are now offering special low weekend rates. As metropolitan areas grow larger, the "special weekend" in the downtown hotel will become more of an attraction for many suburban residents. And increased nationwide hostel programs will provide travel accommodations for young people who want to see American cities.

City travel has been spurred by a substantial increase in conventions, trade shows, and meetings. To encourage such business, every major city has developed new, or expanded existing, convention and meeting centers over the past two decades. The promise of visitor business will mean continuing programs to increase the size and

The Willard Inter-Continental Hotel in downtown Washington, D.C., built at the turn of the century is one of many grand old downtown hotels to be restored in recent years.



"Fast and effective metropolitan transportation is critical for the continued vitality of downtowns."



Detroit People Mover enters Millender Center/Omni Hotel complex. Opened in July 1987, the 2.9-mile rail system is helping people get around downtown.

sophistication of convention facilities and to develop new visitor attractions in downtowns.

Surprisingly, with all the emphasis on attracting new visitors, American cities do an awful job at providing background information about the city. Visitors and city residents alike are lucky to find a few brochures and a flashy but simplistic slide show. Over the next 20 years, cities will increasingly develop innovative orientation and city-history centers. New video techniques will enable the history of the city, and its projected future, to be shown in realistic detail.

### Downtown Living

In the rush to revitalize American downtowns over the past three decades, residential development has received much discussion but limited action. In most cities, the residential population in downtown and adjacent areas has declined. Some adjacent areas in a number of cities have been improved through the "gentrification" process, though sometimes with displacement problems. Some cities have managed to improve or retain center-city neighborhoods, such as Rittenhouse Square and Society Hill in Philadelphia, Beacon Hill in Boston, and Dupont Circle and Capitol Hill in Washington.

Adjacent residential areas are crucial to a lively, animated downtown. It is not that in-town populations alone provide the labor market for downtown. Customers and employees must be attracted from a wide area. But downtown residents provide the essential difference in the downtown life — a sense of community. If the downtown and adjacent residential populations are large enough, the walking-to-work and transit-use patterns of these populations can result in significant transportation and environmental advantages.

The development of downtown housing is one of the most important items on the agenda of cities today. A number of cities, led by San Francisco, are developing various forms of "linkage," which essentially means requiring some direct or indirect support of housing in return for approval of office development.

These trends will strengthen in the coming decades. By the early twenty-first century, most American cities will have significantly increased the downtown and near-downtown residential population. The increased population will also require neighborhood retail services, recreation facilities, improved security, and even new schools.

### Transportation to Downtown

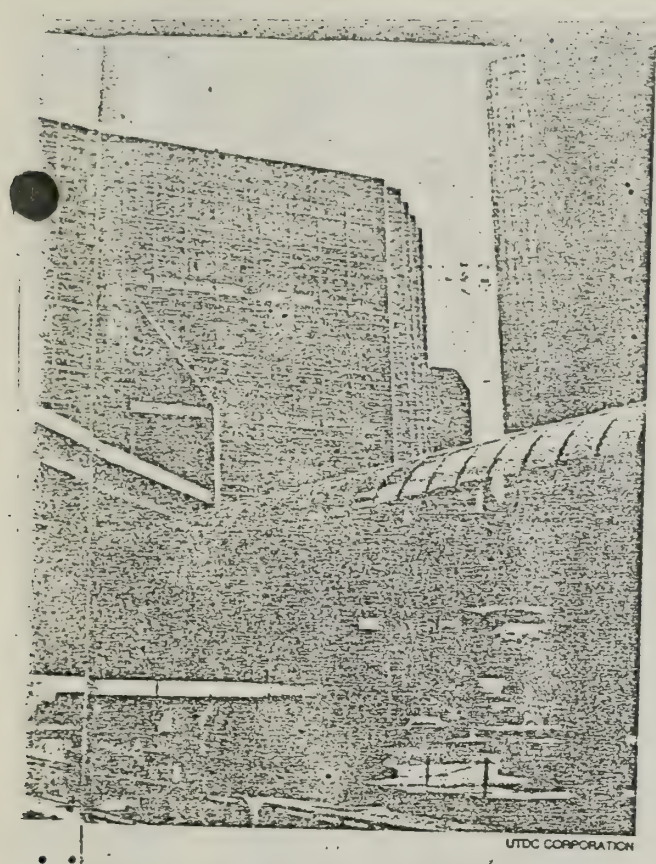
Fast and effective metropolitan transportation is critical for the continued vitality of downtowns. Providing access becomes more complex as metropolitan areas spread outward in all directions. The usual image of futuristic city travel is of a rapid rail system, rushing commuters to downtown stations. However, only 10 American cities have some form of "heavy" rail transit system. Los Angeles has begun construction of a rail system. A number of other cities, including Dallas, Houston, and Denver, are considering building major new rail systems.

Over the next 40 years, the existing major rail systems will be improved and extended. Major new rail systems of futuristic design will probably be built in another five to 10 cities, assuming a renewed national commitment to using transit for shaping urban growth.

A number of American cities have turned to light-rail systems, using modern, updated versions of the streetcar. These new systems usually include reserved rights-of-way. New light-rail systems have been built in Buffalo, Portland, Sacramento, and San Diego and are being considered in a number of other cities. The few cities that have retained some type of early streetcar systems are making improvements. Pittsburgh is an example. Over the next 50 years, specialized light-rail systems will proliferate, probably being used in close to half of the major American cities.

However, the most popular public transit is and will continue to be by bus. Improvements in bus design have not been matched by advances in busway development. Although many cities have some form of bus lanes, including some special express-bus lanes on freeways, no city has yet constructed a complete system of modern busways where buses can travel on their own reserved lanes in congested areas. The most extensive new busway in North America has recently opened in Ottawa.

Major progress has been made in the city centers, where a number of cities have constructed transit malls to bring buses on exclusive lanes into the center of the city. Portland and Denver are especially



UTDC CORPORATION

noteworthy. Over the next 50 years, bus design will continue to improve, and more cities will develop improved systems of busways to rush commuters to the downtown area.

Major access to most downtowns will continue to be by automobile, so highways and parking improvements will continue to be important. Most American downtowns are defined by a full or partial freeway ring, almost all built in the past 30 years. In many instances, freeway design was insensitive, creating a wall effect and cutting linkages to adjacent areas. Many cities will redesign and rebuild these surrounding freeways over the next 50 years. In some cases, new boulevards around downtown will be emphasized, such as the new Martin Luther King Boulevard in Baltimore.

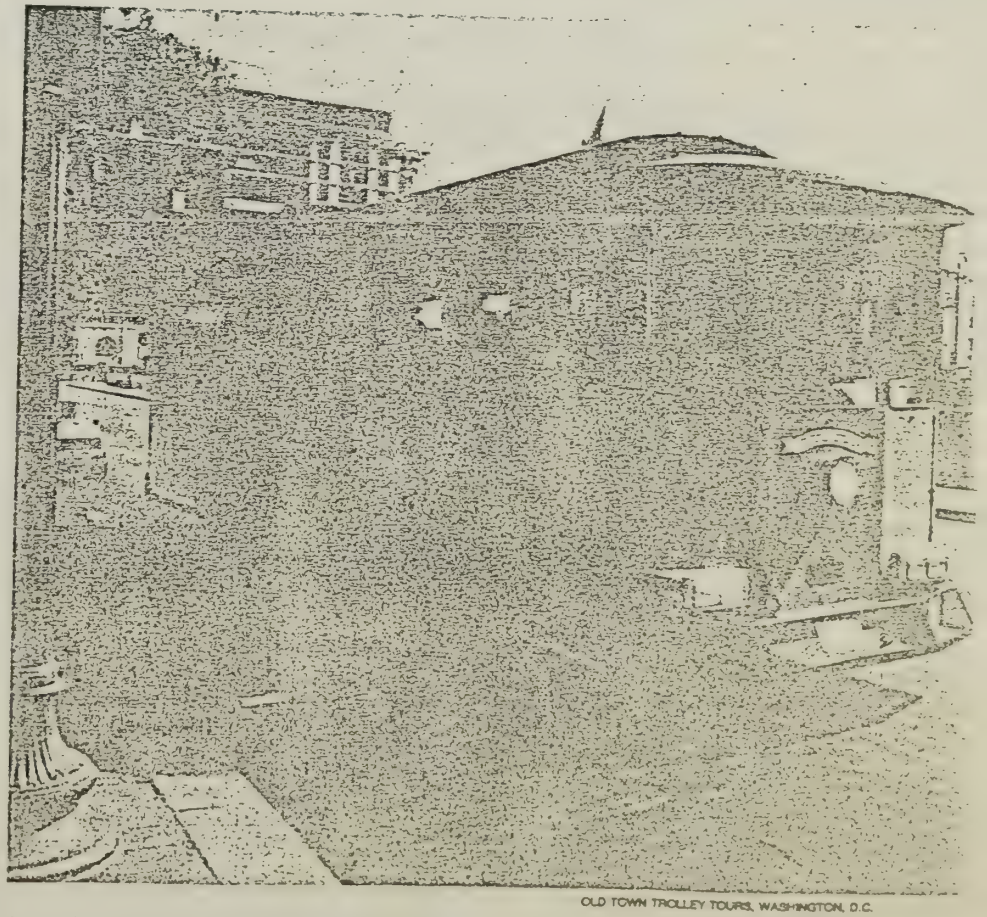
New parking garages on the edge of downtown and underground will continue to be built as part of new mixed-use complexes. Cities will continue to try to group parking facilities so that automobiles can move from the surrounding freeways into parking facilities.

The increased use of computers in automobiles will lead to systems that will allow automobiles to be guided by remote control on "electronic highways." Whether the benefits of such systems prove cost-effective on a large scale remains to be seen. But freeways and urban arteries will increasingly be "smart highways," with access and movement controlled by traffic lights and gates tied to central computers. Drivers approaching downtown will receive information on traffic flow and parking availability on digital display screens in each car. Coordinated traffic and parking management and enforcement programs will become even more important.

One of the most dramatic "low-tech" transportation innovations in recent years has been the growing use of van pools, and that trend will continue.

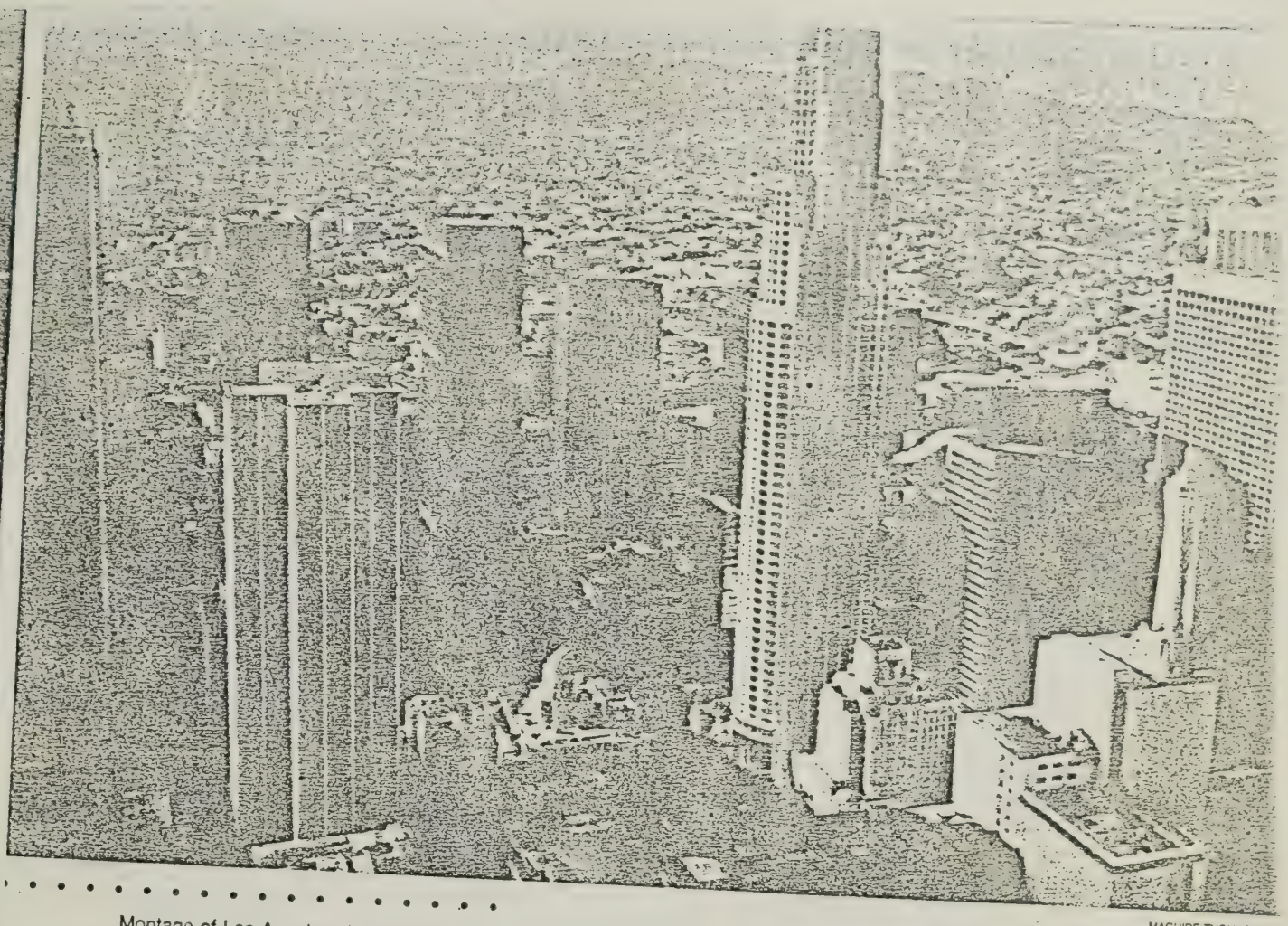
### Movement in Downtowns

Within downtown, walking will continue to be the most important mode of transportation. Over the past 30 years, American cities have developed a whole series of new pedestrian-movement systems. These include second-level walkways, most prevalent in Minneapolis, St. Paul, and Cincinnati, and underground walkways, as in Houston, Oklahoma City, Chicago, and Philadelphia. Many cities have extensive ground-level pedestrian



OLD TOWN TROLLEY TOURS, WASHINGTON, D.C.

Trolleys — minibuses designed to look like old streetcars — are increasingly being used in many downtown areas.



Montage of Los Angeles skyline features Library Tower, which will be the "tallest building in the West" when it is completed.

MAGUIRE THOMAS PAR

areas, although no city has gone to the all-pedestrian center envisioned in the 1956 Fort Worth Plan. Many cities have a combination of underground, surface, and second-level pedestrian links. In the next 50 years, downtowns will work to increase the ease of pedestrian movement and the attractiveness of the pedestrian environment.

Buses and rail-transit systems also provide movement within downtown areas. Ironically, the most popular new movement system in downtown in recent years has been the trolley — actually, minibuses designed to look like late-nineteenth-century streetcars. Such "trolleys" are now operating in some form in almost all major downtowns. In the future, such trolleys and other mini-vehicles will be formed into coordinated systems of movement in the downtown core and adjacent areas.

Transit planners have long envisioned the use of "personal rapid transit" (PRT) — small vehicles operating under remote control on their own separate guideways. Such systems have been described as "horizontal elevators" or "people movers." In the late 1970s, some PRT enthusiasts envisioned large-scale PRT systems extending throughout metropolitan areas. So far, such systems have been used primarily on a small scale in amusement parks, airports, and some suburban office complexes. The first true urban people mover opened in Miami in April 1986 — a 1.9-mile loop through downtown. Named the Metromover, the system connects with the Metrorail system. A 2.9-mile people-mover system opened in Detroit in July 1987.

Over the next 50 years, people-mover systems will be built in a number of American downtowns, forming a partial or full loop around the downtown and providing access to nearby activity centers, such as medical complexes. However, the limitations of the concept seem to preclude the large-scale use of people movers that was predicted just a few years ago.

"Low-tech" uses of existing tra portation systems, such as ta cabs, rental cars, and bicycles, w become more important in futu transportation planning.

All these movement syster within downtowns — light ra people movers, and buses — w increasingly be designed for ente tainment and educational pu poses as well as for movement.

### Building Better Downtowns

Downtown improvement doe not happen by accident. It take planning, vision, coordination an cooperation, and millions of dollar of public and private investment Many mayors have made down town revitalization a key part o their programs. In Washington D.C., Mayor Marion Barry, Jr., ha made creation of a "Living Down town" a high priority. In Baltimore, former Mayor William Donald Schaefer achieved a national repu tation as a result of the success of the Inner Harbor project and re lated new development. Most major cities have created some type



☐ Yes!
today. Enc
first year's
Please sen
look for W
stand I'll
scription t
Bookstore.
and other
join the lo
☐ Please
☐ Mast
Acct. # __
Name __
Address
City or
Town __
Mail to: World Future Society

"Nothing could be more of a mistake than to create downtowns across the country that look the same."

of public–private partnership organization to guide downtown revitalization.

The mechanics of downtown revitalization are increasingly institutionalized through organizations such as the Urban Land Institute, the International Downtown Association, the American Planning Association, the National Trust for Historic Preservation, and the American Institute of Architects. Through publications, conferences, and site visits, new innovations in downtown development spread rapidly.

Downtowns are not islands unto themselves. They cannot long prosper if the surrounding areas and the larger society have serious economic and social problems that are not resolved. Problems of unemployment, the homeless, the underclass, crime, and drugs must be attacked on a larger scale.

In design, use, and management, America's major downtowns are becoming "theme centers" that provide special functions for city and suburban residents and out-of-town visitors. Though office employment and retail will remain the major functions of downtown, it seems clear that the role as a city symbol, as a gathering place, and as a special attraction is what sets downtown apart from outlying areas.

Each downtown should strive to develop its own design, urbanity, and special character, building on the historic physical design and special concepts for the regional base. Nothing could be more of a mistake than to create downtowns across the country that look the same.

The real "cities of the future" already exist. Even as metropolitan areas expand, the downtown areas of America's great cities are evolving and taking on new functions. The resurgence of America's major downtowns is an important national event, providing focal points and symbols for the activities of major metropolitan areas in the twenty-first century.

## Downtown in Small Towns

Like their big-city counterparts, small towns have a stake in the vitality of downtown — perhaps an even bigger stake, since even a minor change in the environment is apt to be more conspicuous to the community as a whole.

One organization devoted to helping small towns sort through the complex issues affecting their futures is Small Towns Institute, based in Ellensburg, Washington. The Institute's bimonthly magazine, *Small Town*, has recently covered such topics as participatory planning and historic preservation as part of a comprehensive development strategy.

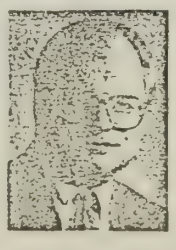
Small towns need to take a hard look at the long-term aspects of attractive new development proposals, says Kenneth D. Munsell, director of the Institute and editor of *Small Town*.

"In today's climate of intense competition, . . . local leaders are often urged to welcome any new business or industry well before they develop an understanding of the secondary effects the newcomer will have on the town," says Munsell. "In the long run, it is possible for any new business or industry to harm a community, so it is vitally important for residents to become aware of the kinds of pitfalls that can befall 'successful' economic development."

For example, a large retail chain may wish to establish a franchise in a small town. While such a move may create jobs, profits from the franchise would be sent out to shareholders who live far away and have no ties to the town. "Franchise fees, supplies, and payment for services may all suck money out of town and into some large city far in the distance," Munsell points out. And if a new business does not offer some unique good or service not already available in the town, it will not increase total sales in the area but only "redivide the pie."

Most importantly, says Munsell, a "new business should care about the welfare of the overall community and show a willingness to help others. . . . The costs incurred from recruiting selfish, uncaring entities will ultimately outweigh any temporary gains in employment."

Source: Small Towns Institute, P.O. Box 517, Ellensburg, Washington 98926.



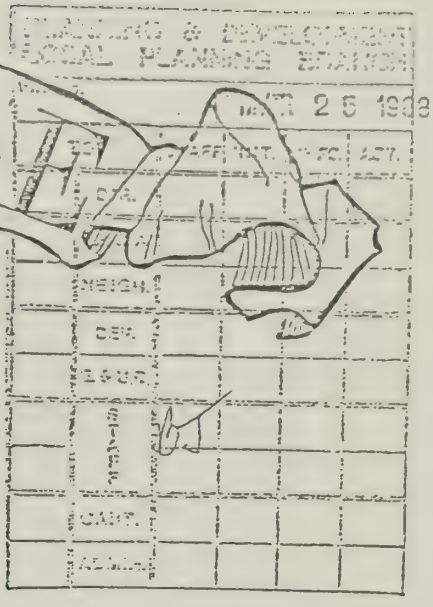
**About the Author**

John Fondersmith is chief of the Downtown Section of the Washington, D.C., Office of Planning. He is also editor and publisher of *American Urban Guidenotes: The Newsletter of Guidebooks* (P.O. Box 186, Washington, D.C. 20044).

The opinions expressed in this article are his own and do not necessarily reflect the views of the District of Columbia government.

JAMESVILLE

Business
Improvement
Area



March 22, 1988

Central Area Plan Implementation Committee,

WHY IS THE C.N.R. STATION BEING IGNORED?

As Chairman of the GO Train Committee, for Jamesville B.I.A., I am calling upon your support for our request to further investigate locating the expansion of the GO Train service to the C.N. Station on James Street North, Hamilton.

A report from the Central Area Plan Implementation Committee, (file # P5-4-7), favours the CP (TH&B) Station with little or no thought to the advantages of the C.N. Station even though the report states, "the cost of the full service to the CP (TH&B) Station is $141 million compared to $112 million for the CN route."

Other advantages to locating the GO at the CN station include the station acting as an anchor drawing a larger prcentage of the public to Jamesville. This in turn would benefit the streetscaping of Jamesville for which the City is investing nearly $2 million. Once completed Jamesville would enhance the area for commuters and provide a convenient shopping environment.

The CN Station would secure Jamesville as a tourist attraction encouraging growth in the area. Improvements to the north end would be supported by both the private and public sector which in turn would enhance the City as a whole rather than ignoring the declining north end.

It is important we look ahead to the future of our City. Rather than focusing all energy to one small area the downtown core would expand attracting further investment to our City. The CN location would also be convenient for tourtists attending the Waterfront Park which will be located at the foot of James St. N.

PROJECT HEADQUARTERS OF THE JAMESVILLE BIA
346 JAMES ST. N., HAMILTON, ONTARIO L8L 1H2 PHONE: 521-1847

Parking and traffic congestion in the downtown core is presently a major dilemma. Locating the GO Train service at the CN Station would not only help alleviate the problem of incoming traffic but can provide parking for 200 vehicles.

The CN Station currently has existing rails to Niagara whereas the CP Station would have to add connecting rails for future expansion adding even further costs to the project.

So why is CAPIC favouring the CP (TH&B) Station!

The CN Station is a viable location for the GO Train service and should be carefully examined. Your support would help ensure the further investigation that is needed. I thank you for your time.

Sincerely

Ron Corsini

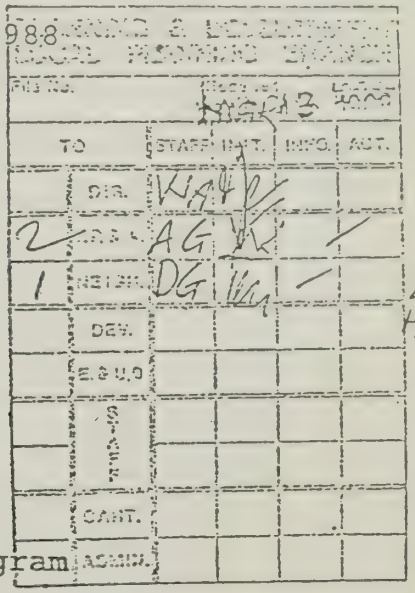
Ron Corsini
Chairman, GO Train Expansion Committee

c.c. Alderman Agro
c.c. Alderman McCulloch
c.c. Alderman Christopherson
c.c. Lily Munro
c.c. Mr. B. Ogden, Ministry of Transportation & Communication

Ministry of
Transportation and
Communications

Toronto Area
Coordinating Office
1201 Wilson Avenue
3rd Floor, West Tower
Downsview, Ontario
M3M 1J8

March 10, 1988




Mr. Urmas Soomet
President
The Social Planning and Research
Council of Hamilton and District
155 James Street South, 6th Floor
Hamilton, Ontario
L8P 3A4

Re: GO Train Service Expansion Program
Burlington to Hamilton Study

Dear Sir:

I am in receipt of a copy of your letter to Mayor Morrow dated February 18, 1988 regarding the social impact and citizen involvement component of the GO Train Service Expansion Study.

As expressed to you during our past meetings (most recently on February 24, 1988), the study team has extensive experience in conducting similar studies all of which involved considerable public participation programs. While we support your desire for public awareness and involvement, it is questionable as to whether or not workshops and group discussions would be a more effective means of facilitating the exchange of ideas between the project team and the public.

I feel that our present public participation program based on Public Information Centers and meetings with special interest groups as required has and will continue to provide the public with ample opportunity for input in the project. To date the public, special interest groups and municipal council all seem to be satisfied with the approach we are using.

I wish to thank you for your constructive input and look forward to receiving your recommendations pertaining to our public participation program. As previously indicated, we both share the common objective of ensuring that the public is aware of the study and involved in the decision making process.

Yours truly,

Brian R. Ogden

Brian R. Ogden
Project Manager

BRO/mk
c.c. Chairman Sears
Mayor Morrow
J. Sutherns
Central Area Plan
Implementation Committee

CA 4 ON HBL A05
C SIP4C
1988

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

May 11, 1988 P5-4-7-9

TO ALL CAPIC MEMBERS

Re: Next CAPIC Meeting

This is a notice of our next meeting scheduled for:

DATE: Thursday, May 19, 1988
TIME: 9:30 a.m.
PLACE: Room 233, Second Floor, City Hall.

The main item to be discussed at the meeting will be the proposed Perimeter Road. We have attached a revised draft report for your review and consideration. Also attached is a copy of various documents which we thought may be of some interest.

As usual, for those members requiring parking, a one-day parking permit will be made available in Room 233 prior to the meeting.

In addition, we would like to remind you that the Transport and Environment Committee, pursuant to the Planning and Development Committee's recommendation, has scheduled the public meeting on the GO station proposal which will be held as follows:

DATE: Monday, May 16, 1988
TIME: 7:00 p.m.
PLACE: Second Floor Foyer, City Hall

Given CAPIC's involvement on this subject matter, you are invited and encouraged to participate at the public meeting.

If you have any questions on the above matters, please do not hesitate to contact Haig Yeghouchian at 526-4148.

Yours truly,

David Godley

D. Godley
CAPIC Co-ordinator

HY:CS
0117P

c.c. - Ted Gill, Engineering Dept.

URBAN MUNICIPAL
MAY 11 1988
GOVERNMENT DOCUMENTS

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

## CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## M E E T I N G

Thursday, May 19, 1988 at 9:30 a.m.

Room 233, Second Floor, City Hall

## A G E N D A

1. Chairman's remarks.
2. Revised draft report on the proposed Perimeter Road.
3. Other business.
4. Additional meeting on the proposed Perimeter Road (if required).
5. Adjournment.

URBAN MUNICIPAL

MAY 11 1988

GOVERNMENT DOCUMENTS

FOR ACTION

**REPORT TO:** (To be decided)

**FROM:** CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE (CAPIC)

DATE: 1988 May 10
COMM FILE:
DEPT. FILE: P5-4-7

**SUBJECT:**

The proposed Hamilton Perimeter Road.

**RECOMMENDATION**

(a) That approval be given to the portion of the proposed Perimeter Road alignment concept east of Bay Street and Phase 2 continue with preliminary cost estimates, property requirements and identification of environmental impacts and methods of mitigation.

(b) That a decision not be made on the proposed Perimeter Road concept west of Bay Street at this time and that negotiations be held with CN to explore the possibility of track realignment and the future use of the Stuart Street marshalling yard.

(c) That an Environmental Study Report (ESR) be carried out for all three options and any other option identified west of Bay Street to assess their environmental impact.

(d) That no provision be made for any access from/to the proposed Perimeter Road onto James Street and John Street.

(e) That the Bay Street, Wellington Street and Victoria Street interchanges be further reviewed for their impacts to the surrounding area.

(f) That the Truck Route Sub-Committee be authorized to review the existing truck routes in the City with the view to eliminate those routes which are not required as a result of the construction of the Perimeter Road.

**Alderman David Christopherson**
**Chairman, CAPIC**

**BACKGROUND**

The proposed Perimeter Road links Burlington Street to Highway 403 and traverses through the North End Neighbourhood in the Central Area of the City. Any decision regarding the proposed Roadway will have significant land use and environmental implications on the future of the Central Area. In this context, CAPIC has reviewed the proposed Perimeter Road alignments and has prepared this report to present their views and concerns on this matter.

The original Central Area Plan, (approved by City Council in 1981) includes policies which encourage the implementation of the Perimeter Road. The proposed new Central Area Plan (currently under public review) also incorporates appropriate policies to ensure that through traffic is diverted from the Central Area. Accordingly, policy 4.8.3 in the proposed new Plan states as follows:

> **"Planning for a Perimeter Road should reflect the overall goals for the Central Area with special consideration given to resolving any potential problems arising from its impact on adjacent residential neighbourhoods, the waterfront, the environment and on traffic flow through the Downtown Core."**

The intent of Policy 4.8.3 is to identify the need for a Perimeter Road to link Burlington Street to Highway 403 in order to complete the major transportation corridor ring road system in the City.

The concept of a Perimeter Road was first endorsed by Hamilton-Wentworth Council in 1978. Since that time through truck and other vehicular traffic on downtown roads have continued to increase. Given this situation, Hamilton-Wentworth Council authorized a study in 1986 to review existing traffic problems and identify a viable method to alleviate these problems.

Phase 1 of the study has proceeded in accordance with the Class Environmental Assessment for municipal roads within the legislative framework of the Environmental Assessment Act. In particular, Phase 1 of the current study dealt with the forecast transportation demands, identified problems and opportunities, assessed alternatives and produced a technically acceptable concept. Adoption of the concept has been delayed pending more review of alternatives west of Bay Street.

Phase 2 of the current study is underway and is due to finish during the summer of 1988. It will determine a preliminary design, accurate cost estimates, property requirements and identification of environmental impacts and methods of mitigation.

On March 30, 1988, a Public Forum was held by the Engineering Services Committee to provide the public with an opportunity to submit comments on the proposal. CAPIC was unable to present its views to the Committee on the basis that they were still deliberating on this matter. However, after a number of special meetings, CAPIC has formulated a position on the proposed Perimeter Road and would like to present this position to the Committee.

## PERIMETER ROAD CONCEPT

The proposed Perimeter Road concept incorporates a number of key components. The following is an overview of each component..

i) Highway 403 Interchange

The connection of the proposed Perimeter Road to Highway 403 includes two options with a full interchange either on the south side of Desjardins Canal or an interchange a few hundred yards further south adjacent to Princess Point.

The interchange near the Desjardins Canal (i.e. SK-9B) would require the construction of a short tunnel in the vicinity of the High Level Bridge. The proposed interchange alternative near Princess Point (i.e. SK-22) would also require a tunnel which would traverse under the Hamilton Cemetery and over Kay Drage Park and be located in close proximity to the Westdale Neighbourhood.

ii) Highway 403 to Bay Street

Phase 2 of the Perimeter Road Study has identified three alternatives from Highway 403 to Bay Street, namely:

a) South Side Alternative - This alignment crosses over the CN mainline with an interchange at Bay Street and proceeds westerly to ground level at Queen Street and into a tunnel under the Hamilton Cemetery and connects to Highway 403 at an elevated interchange near Princess Point.

b) North Side Alternative - This alignment runs westerly from an interchange at Bay Street and is at CN track level on fill in the Hamilton Harbour, until it reaches a point just south of Desjardins Canal and connects to Highway 403 with an interchange south of the Canal.

c) South to North Link Alternative - This alignment, similar to the north side alternative, runs westerly from an interchange at Bay on an elevated structure along the south side of the CN yards and crosses the CN tracks and proceeds at track level on fill in the Harbour and connects to Highway 403 as per north side alternative.

iii) Proposed Alignment East of Bay Street

The alignment for this portion of the roadway is depressed to track level along Strachan Street with full interchange at Wellington Street and Victoria Street. The proposal also incorporates the widening of Burlington Street to six lanes with appropriate turning lanes.

iv) Bay Street Reconstruction

The proposed access at Bay Street may require the widening of Bay Street North to ensure the safe and efficient movement of traffic in the future.

## CAPIC ANALYSIS

In terms of an overall planning objective, the proposed roadway will:

- provide a traffic by-pass and improve access to the Central Area of the City;
- provide future economic and development spinoffs;
- divert through traffic (e.g. trucks) away from the Central Area of the City;
- improve the accessibility of the Bay Front industrial area;
- eliminate through traffic from the North End neighbourhood;
- ensure a better access to the proposed waterfront park development;
- reduce traffic congestion on existing roads in the City; and,
- provide opportunities for further improvements to streets in the Central Area.

### Effects

The following effects have been identified for the three alternatives west of Bay Street, the alignment east of Bay Street and the Bay Street access.

### South Side Alternative

Effects:

- visual impact due to elevated structure;
- CN track relocation;
- visual and noise impact on Princess Point, Kay Drage Westdale Neighbourhood;
- most expensive alternative (i.e. 93 million exclusive of property).

### North Side Alternative

Effects:

- direct public access to the waterfront;
- better access to the proposed Waterfront Park;
- least expensive in construction cost (i.e. 48 million exclusive of property);
- minimum impact to CN rail operation;
- noise and visual impact on the west end of the Harbour including the proposed Waterfront Park;
- Harbour fill required;
- environmental impact including fish and wildlife habitat; and,
- reduced water volumes in the Harbour.

**South to North Side Link Alternative**

Effects:

- public access along the shoreline;
- partial separation of the proposed roadway from the proposed Waterfront Park;
- reduced visual and noise impacts on the proposed waterfront.
- significant visual impact due to elevated structure;
- CN property would be required;
- roadway and interchange would require fill along the Harbour and Cootes Paradise; and,
- construction cost is estimated at 64 million dollars, excluding property.

**Bay Street Access**

Effects:

- provides a new entrance to the City's Central Area;
- provides redevelopment opportunities.
- removes affordable housing;
- widens Bay Street North; and,
- eliminates/relocates existing heritage buildings.

**Alignment East of Bay Street**

Effects:

- minimal visual and noise impact;
- removes through traffic from local roads in the North End Neighbourhood.
- disrupts existing land uses along the alignment; and,
- relocates existing residences and properties.

**CAPIC'S CONCERNS**

(i) Alternative West of Bay Street

CAPIC's general concern with the proposed Perimeter Road alternative alignments west of Bay Street is that the proposal may violate the Bi-National Water Quality Agreement objectives established by the International Joint Commission concerning remedial measures to protect and enhance the quality of water in the Great Lakes. More specifically, the Committee is concerned that the proposed alignments may have far reaching implications on the Harbour in regard to the following:

- extent of fill requirement;
- loss of aquatic habitat;
- environmental impacts;
- intrusion of West Harbour;
- reduction of water volume in the Harbour; and,
- water quality and contamination.

Given the above, CAPIC is of the opinion that a decision on the alignment west of Bay Street is premature at this time pending further review through the detailed Environmental Study Report (ESR). On this basis all three alternative alignments should be further studied.

(ii) Access Interchanges

In terms of access, CAPIC felt that there are no safeguards in the proposal to ensure that access onto James Street North and John Street North would not be provided. From CAPIC's perspective, such accesses should be prohibited for the following reasons:

- it would provide direct access to the downtown which would be counter to the concept of directing through traffic away from the Central Area;
- it would adversely impact the land uses in the Central Area particularly the historic business area of James Street North; and,
- it would increase traffic in the Central Area.

However, CAPIC supports the concept of the Bay Street, Wellington Street and Victoria Street accesses on the basis that they would provide a new entrance to the City at the periphery of the Central Area with the least possible disruption to the surrounding existing land uses. However, CAPIC is of the view that these interchanges should be reviewed further prior to any decisions.

(iii) Truck Routes

CAPIC was also of the opinion that any decision on the Perimeter Road should be made in the context of the existing and designated truck route system in the City. In particular, a review of the truck routes should be carried out to determine which of the existing routes could be eliminated when the Perimeter Road is implemented.

(iv) Alignment East of Bay Street

CAPIC supports the portion of the Perimeter Road concept east of Bay Street for the following reasons:

- it would provide the best possible solution given the existing land uses in the North End Neighbourhood;
- it would be depressed at track level along Strachan Street which should mitigate any noise and visual impact to the North End Neighbourhood; and,
- it would remove truck traffic and other through vehicular traffic away from residential streets in the North End Neighbourhood.

**CONCLUSIONS**

(i) From CAPIC's perspective, the main purposes of the proposed Perimeter Road are as follows:

- to provide a new transportation corridor to link Burlington Street to Highway 403 to better serve the Bay Front industrial area; and,

- to divert through traffic away from existing roads in the City with emphasis on roads in the Central Area.

(ii) From CAPIC's viewpoint, the intrusion of the proposed Perimeter Road onto the Harbour, Cootes Paradise area especially in the vicinity of Princess Point is unacceptable from an environmental and visual impact standpoint given current information.

(iii) CAPIC considers that any decision on the proposed Perimeter Road alignment west of Bay Street which affects the Harbour, should be made in the context of the objectives of the International Joint Commission.

(iv) CAPIC is of the view that the decision making process for the proposed Perimeter Road should proceed on the basis of a phased approach to achieve the following:

- the alignment of the roadway, east of Bay Street be approved; and,

- the Bay Street, Wellington Street and Victoria Street interchanges be further reviewed for their impact prior to any decision.

- the selection of one of three alternative alignments west of Bay Street be held in abeyance pending the completion of the Environmental Study Report (ESR) for all three alternatives and any other alignment option that is identified.

CAPIC recognizes that the preparation of an ESR for various options, compared to one, may add to the overall cost of the project and delay the decision-making process. However, in the light of the concerns highlighted in this report, it is felt that a comprehensive evaluation of all possible options would provide a more sound approach in the selection process.

HY/dkp

WP 0117P

CHECK AGAINST DELIVERY

DRAFT SPEECH GIVEN BY HRH THE PRINCE OF WALES

AT THE "REMAKING CITIES" CONFERENCE,

PITTSBURGH, PENNSYLVANIA

SATURDAY 5TH MARCH, 1988

EMBARGOED UNTIL SATURDAY 5TH MARCH, 1988 - 1230 HRS (EST)
1730 HRS (GMT)

If newspapers can be believed nowadays I seem to be gaining a reputation for indulging in controversial speeches of one kind or another. As a result I am constantly fascinated by what I am going to say next! The other day, in the UK, I had intended to make a speech in our upper chamber of the Parliament, called The House of Lords, on a subject that was clearly becoming daily more emotive and controversial. I decided to abandon any idea of speaking when I read what I was going to say in a newspaper! Needless to say they chose the wrong theme. But it does illustrate the problem you face if you speak frequently in public - the problem of being taken out of context.

I remember hearing years ago of a visit to New York by a former Archbishop of Canterbury, who bore a strong resemblance

to one's childhood image of God (and whom I remember well). Apparently, on arrival in New York, he was asked if he was going to visit any night clubs in the city. "Are there any night clubs in New York?" the Archbishop enquired. Headlines in the next day's newspapers blared out in huge letters - "Archbishop asks - "Are there any night clubs in New York?!"

However, I am used to being taken out of context nowadays. Sometimes, as an amateur at such gatherings as this, I may even look out of context! Learning to live in a contextual vacuum is no doubt good for the soul. As a mere professional heir to the throne with a layman's concern for urban deprivation and the quality of the built environment I am only too conscious of being surrounded here by acres of experts - from social scientists and corporate leaders to neighbourhood environmentalists and even crisis managers. At this precise moment the latter kind of expert would be hugely appreciated by your honorary Chairman ....!

Although there is no-one who appreciates or values experts more than I do (I am lucky enough to meet many of the most interesting ones all over the world and talk to them), I do believe that it is important not to be intimidated by them. This, I need hardly say, has happened in the recent past. In the United States and United Kingdom we have had forty years of practice at urban design and comprehensive planning and development. The results have been pretty disastrous - often

with the best intentions - but people, I think, have felt this sense of disaster subconsiously. Having been told so firmly what was good for them; what was fashionable and intellectually acceptable; what was artistically correct and contemporary most of us were cowed into feeling that we were frightful reactionary imbeciles even to consider that what was being produced was often nonsense and thoroughly inhuman. Now, however, there is a growing awareness that it is all right not to be ashamed of such feelings.

This is not to say, of course, that experts are not needed. On the contrary, they are absolutely vital to the whole process of urban regeneration and the search for contemporary solutions to the appalling problems of dying traditional industries, urban decay and the wasted lives of hundreds of thousands of people. This is where the Regional Urban Design Assistance Teams have been playing such a fundamental part in this complicated field. I have the greatest admiration for the way they go about their business and for the astonishing selflessness of the team members, who are unpaid volunteers working day and night with only four days to produce their recommendations.

Let us make no mistake about this - the subject you have all been discussing here this week - remaking cities - is one that raises incredibly complicated issues. I found myself

becoming involved in these issues almost by accident. A natural concern brought about through frequent journeys around Britain, visits to some of the worst areas of inner city deprivation and an effort to put myself into the position of those who found themselves in such situations led me to voice a few very basic thoughts on the subject. Little did I know what I was going to unleash by such remarks, but having done so I very soon became aware of the complexity of the issue. I also began to realize that so much is subjective when it comes to taste, for instance. I began to wonder what really did make the best sort of urban environment? What was likely to produce the greatest sum of human happiness when it came to the design of modern cities? Who was going to decide anyway? How do we avoid making similar mistakes to those of the past? With the speed of technological advance being so great, will we be designing now a built-in obsolescence for thirty or forty years time, merely to hear our children or grandchildren castigating us for getting it wrong?

There are many other questions to be asked, but I do believe there is <u>less</u> chance of getting things wrong if sensible and effective ways are found of consulting the existing inhabitants of our cities. This is where people like David Lewis and Rod Hackney, the President of RIBA, have been playing such crucial and pioneering roles. They, and others, have been trying to find a way to an acceptable, livable, human

environment for everyone. Perhaps this way we shall encourage people's concern for the continuity of the past, for conservation and a search for an acceptable, if reminiscent, vernacular by architects which will help to reinforce people's sense of belonging and involvement in places. If we help to re-create places where people can walk in comfort and security and can look about and be entertained by buildings that are tuned to the eye; if we encourage a renaissance of craftsmanship and the art of embellishing buildings for man's pleasure and for the sheer joy in beauty itself, as opposed to mere functionalism; then we shall have made our cities centres of civilisation once again. Clearly, urban regeneration has to be fuelled by a renewed economic incentive, but if the money motive for development is the only serious force in urban renewal then we shall not succeed. Building is about more than just money and market forces. Urban renewal cannot be left entirely to the kind of developer who lacks an awareness of the type of old-fashioned philanthropy that was evident in a city such as Pittsburgh when universities like the Carnegie-Mellon were founded.

In Britain we have been learning a lot from the US experience and have been trying to adopt many of your partnership approaches to our peculiarly British problems. Having seen something of the remarkable work that has been going on in the city of Lowell, near Boston, I managed to

arrange for a group of Americans to come over and advise us on the best way to rejuvenate the old textile mill town of Halifax in Yorkshire. From the start we were convinced that it was essential to break that sense of hopelessness which naturally afflicts people who have seen their whole economic base shattered in front of their eyes and who have experienced unemployment on a large scale. I was also convinced that I had to visit the town as frequently as I could to try and stir up a sense of enthusiasm amongst the inhabitants. I then had to make sure I dragged continuing numbers of captains of industry to Halifax to show them the very real possibilities that exist there. Gradually one or two initiatives got off the ground, combined with restoration of shop-fronts in the town centre and help for small business start-ups. More and more projects are now getting off the ground and people in Halifax are starting to think there is a future once again and have seen how the rather attractive industrial buildings from the past can be restored and converted for present day use. The problems in Halifax are very small in comparison to the vastness of the problem here in Pittsburgh, but in each case there are a lot of people who must feel that things are taking a very long time to change, which is always the great difficulty. Now, however; through partnerships between the public and private sector possibilities and opportunities for the future are being identified. The physcial relics of the past may seem like a huge liability to the people of the Mon Valley, but in fact

they can provide a unique and important asset, one that can be the basis of a new spirit of pride and co-operation between the different valley towns; I would even go so far as to suggest that it might be worth preserving certain aspects of one old steel mill such as the Carrie Furnace as something of increasing historical interest as the years go by. In Britain I have been trying to persuade people that they should look upon the old industrial buildings of the past as a real asset which, once restored and converted, can ensure the town or city has a special character of its own. But still planners and developers persist in destroying so much that is of real intrinsic value with a charm that is indefinable. We need more architects, too, who understand how to rehabilitate old buildings! I note in the R/UDAT report a proposal to convert one of the mill buildings at Homestead to a second 'Crystal Palace', which I would have thought was an imaginative idea.

When all is said and done, however, it seems to me that the most essential feature of this whole debate is how to re-create communities. At the heart of the question lies the human individual and how his surroundings are designed and laid out can make a huge difference to his state of mind and to his behaviour. Man seems to function best in small, recognizable units - hence the village - where he is a part of a community of people to which he can relate. It is the anonymity created by postwar urban design which seems to have produced a breakdown in the normal functioning of a community. Maybe I am

not the best person to make observations in this case, but I have always felt that it must be marginally bearable to be poor if you are part of a mutually supportive community, but if you are poor and lack the support of a community it must make life intolerable. Let's therefore help people to live in friendly surroundings that value the individual as part of a wider community and which make it possible for children to grow up respecting other people's property. Let us, above all, restore people's sense of pride. Let us bring life back to areas of our cities which become deadly and dangerous places at night by making it possible for people to live in such areas. Modern industry and high-tech businesses make it more possible to look again at the traditional concept of a city where the zoning of residential areas and places of work was somewhat less rigid than in the urban layout we have become used to in this century.

Of course, it is all very well my talking like this. The trouble is how to translate words into action; how to restore economic activity; how to rehabilitate the shattered environment of areas such as you have all been discussing at this conference and how to bring new hope to demoralized communities? Many people may wonder, with perfectly justifiable scepticism, whether a four-day R/UDAT study can hold out any hope for an area like the Mon Valley whose malaise, as the Pittsburgh Post Gazette says, has

profound economic causes. It was rewarding, therefore, to hear on my visits yesterday of the tangible success of the first Anglo-American R/UDAT, which produced a new and exciting vision for the economic, environmental and social regeneration of the valley. It seems to me that it is essential that all the communities along the valley should now become involved at a grass roots level in determining their own future, in much the same way as some of the more successful urban regeneration projects in England, which operate under the banner of "Community Architecture". From their experience in Pittsburgh, the British team is now so enthused with the R/UDAT process that they have already invited their American colleagues to participate in a similar initiative in Newcastle-upon-Tyne. At this stage, I want to emphasise a point which I believe is absolutely crucial to the whole question of regeneration. This hall is crammed full of professional people whose very considerable skills and talents amount to a formidable potential for solving problems. It has been my experience in the UK that the professional "enabler" - whether an architect or whatever - can have a dramatic effect on a community, by acting as an honest broker to bring a whole range of public agencies, commercial corporations, voluntary bodies and central government together to sit down and work out solutions in partnership with the local inhabitants. Such dedicated professionals, by their remarkable willingness to live and work within the local community (and this is the most vital factor) can bring the kind of leadership, based on

knowledge of the whole bureaucratic system, which is the secret ingredient that provides the catalyst for action. All over the UK I have come across considerable scepticism about this approach. People don't believe it until they see it for themselves. But I know it works. The secret is to enthuse people who have become demoralized and, perhaps resigned to the hopelessness of their position, through professional leadership and through helping people themselves to overcome problems. This may be through helping them to rehabilitate their own houses, for instance, which in turn gives them new found confidence through the acquisition of a skill. Through confidence comes hope: through hope comes new ideas and new economic activity. This, together with the coordination of the private and public sectors, which can provide pump-priming resources, ensures that a renaissance can take place. I have seen it with my own eyes. I have talked to those involved and I have seen the scepticism evaporate when people discover how this approach can work. But it requires a change in attitude, which is not easy for those brought up to view things differently. Above all, it requires people like yourselves who are concerned enough to want to make a contribution and who are humble enough to make it in this way. The final point I would make is that, when talking about re-making cities or bringing new economic life to certain parts of them, we must never forget that at the heart of the question is the human individual: a person who is more than just a cog in a gigantic

utilitarian machine; someone who responds, often subconsciously, to things of the spirit as well as of the material. As Von Mises, the Austrian economist and philosopher, said on one occasion - "Every individual must derive a psychological, as well as an economic,profit from his actions or else he could not act at all." So, let's go out and show the sceptics what can be achieved!

THE TORONTO STAR

SATURDAY, APRIL 30, 1988

# *Hamilton's one-way streets have created urban deserts*

You report that Hamilton has a successful one-way street system — one that Toronto could emulate (April 9). This is true if the success of streets is measured by their ability to move car and truck traffic at the optimum speed.

But if you measure the success of streets by the freedom they give people to walk and look around, Hamilton's — especially the major arterials — are failures. Traffic does indeed move on our streets, often to the exclusion of anything else. Our problem is not traffic congestion; it is traffic intimidation.

One-way streets promote car and truck speed. Ours is thus a zippy city. Walking and looking around is uncomfortable in a zippy city. So most of us drive. We seem to care little that long stretches of our most important streets have become urban deserts.

Hamilton's traffic engineers favor a Plus 15 concept for our streets. This means pedestrian traffic 15 feet above the streets, and the streets left to the cars and trucks (which is the case anyway). Several newer buildings in the downtown area have Plus 15 built into them. None, alas, works too well. People still prefer the streets, such as they are.

Hamilton has long played second fiddle to Toronto. For Toronto to adopt a zippy-city, one-way-street concept would be Hamilton's ultimate revenge.

DAVID COHEN
Hamilton

Ontario

Ministry of
Transportation and
Communications

Toronto-Area Co-ordinating Office
Policy Planning Branch
Ministry of Transportation
3rd Floor, West Tower
1201 Wilson Avenue
Downsview, Ontario
M3M 1J8

April 13, 1988

Mr. Ron Corsini
Chairman
GO Train Expansion Committee
Jamesville Business Improvement Area
346 James Street North
Hamilton, Ontario
L8L 1H2

RE: GO Train Service Expansion Program
Burlington to Hamilton Study

Dear Sir,

Thank you for your letter of March 22, 1988 which asks the question "Why is the CNR Station being ignored?".

Let me hasten to point out that the CNR station is not being ignored. We are presently in the third phase of the Burlington to Hamilton study. This phase deals with study recommendations. Prior to this, the first two phases, that were carried out during 1987, dealt with (among other matters) the analysis and comparison of the use of either the CN or CP/TH&B stations within Hamilton. In comparing these two locations an analysis of transportation benefits, economic benefits, capital construction costs, natural environmental effects and social effects was carried out for both routes. Inevitably there were pros and cons associated with the use of both of the stations. Many of the arguments in favour of the CN route are outlined in your letter. However, in addition to the arguments that you have put forward, consideration was also given to the fact that the CP route would provide the ability to implement an integrated intermodal station with rail, inter-regional bus lines and H.S.R. buses far more readily than the CN route and this was considered to be a major advantage associated with the CP route. In addition the overall economic benefits (as opposed to the immediate vicinity of either the CN or CP/TH&B station sites) were assessed to be far greater with the CP/TH&B site.

These advantages associated with the CP route were also considered along with some of the disadvantages associated with the CN route. These disadvantages include significant conflicts with the operation of the CN marshalling yard; the probable encroachment of fill for new tracks into the harbour and conflicts with the proposed Perimeter/Industrial Road which is presently being investigated by the Region.

It was only after a very extensive weighing of the pros and cons of both alternatives that a recommendation was put forward to shift the GO Rail service from the existing CN route to the CP/TH&B route together with the development of the former TH&B station site as an intermodal facility. In this context I hope that you will be reassured that the CNR station has not been ignored.

I apologise for the fact that it will be about a month since you wrote to me, before you receive this reply. However I consciously deferred responding to you until the study recommendations had been reviewed with the GO Transit Board so that I could advise you of their decision. The recommendation to shift to the CP/TH&B station site was presented to the GO Transit Board on 8 April 1988. At that time the pros and cons of both the CN and the CP/TH&B sites were presented to the Board and a summary of the Council and Community concerns was also presented; this specifically included reference to the Jamesville B.I.A.'s preference for the CN site. The Board accepted the study recommendations and consequently we are now arranging for presentations to Councils during May and for public information centres during June and I look forward to being able to discuss the project further with you at that time.

Yours truly

Brian R. Ogden

Brian R. Ogden
Project Manager

cc Alderman Agro
Alderman McCullock
Alderman Christopherson
CAPIC
The Honourable L. Munro

URBAN MUNICIPAL
JUN 2
GOVERNMENT DOCUMENTS

# capic

## CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

CA4 ON HBL A05
CSIP4C
P5-4-7-9 1988

May 20, 1988

TO: ALL CAPIC MEMBERS

RE: Proposed Perimeter Road - Draft Report

Attached is a copy of the revised draft report on the Perimeter Road. Please review this report in the context of CAPIC's position as discussed during our last meeting.

If you have any comments and/or concerns regarding the content of the report please contact Haig Yeghouchian at 526-4148. Given the timing of this project, please advise Haig no later than May 27, 1988.

If the report is deemed to be satisfactory, it will be presented to both the Planning and Development Committee and Engineering Services Committee as follows:

| | Planning and Development Committee | Engineering Services Committee |
|---|---|---|
| Date: | June 8, 1988 | June 13, 1988 |
| Time: | 4:00 pm | 2:00 pm |
| Place: | Room 233, City Hall | Room 233, City Hall |

We also take this opportunity to remind you of the upcoming Public Meeting on th proposed new Central Area Plan which has been scheduled as follows:

Date: May 30, 1988
Time: 7:30 p.m.
Place: Room 233, City Hall

Please plan to attend this meeting. Your cooperation on the foregoing matters is appreciated.

Yours truly

David Godley

David Godley
CAPIC Coordinator

HY/dkp

c.c. - Ted Gill, Department of Engineering
- Roland Karl, Traffice Department

FOR ACTION

**REPORT TO:** (To be decided)

**FROM:** CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE (CAPIC)

DATE: 1988 May 19
COMM FILE:
DEPT. FILE: P5-4-7

**SUBJECT:**

The proposed Hamilton Perimeter Road.

**RECOMMENDATION**

(a) That CAPIC recommends approval of the proposed Perimeter Road alignment between Sherman Avenue and Bay Street provided that:

i) The Bay Street, Wellington Street and Victoria Avenue interchanges be further reviewed for their impacts to the surrounding area;

ii) Consideration be given to the possible use of a Ferguson Avenue access/exit; and,

iii) No provision be made for any exit from the proposed Perimeter Road onto James Street and John Street, and

iv) This new road be designed within the context of the entire Perimeter Road between Sherman Avenue and Highway 403 so that it will be compatible with whatever connecting links are approved west of Bay Street.

(b) That CAPIC is unable to endorse any of the three Perimeter Road alignments west of Bay Street as proposed at this time and recommends that consideration be given to utilizing the existing arterial road system west of Bay Street.

(c) That CAPIC recommends a fourth option utilizing the existing arterial road system west of Bay Street to be studied along with the Environmental Study Report (ESR) for any other option identified for this portion of the proposed Road.

(d) That CAPIC recommends that the Truck Route Sub-Committee review truck routes in the City with the view to eliminating the routes that are not required (particularily those in the Central Area).

Alderman David Christopherson
Chairman, CAPIC

## BACKGROUND

The proposed Perimeter Road links Burlington Street to Highway 403 and traverses through the North End Neighbourhood in the Central Area of the City. Any decision regarding the proposed roadway will have significant land use and environmental implications on the future of the Central Area.

The original Central Area Plan, (approved by City Council in 1981) includes policies which encourage the implementation of the Perimeter Road. The proposed new Central Area Plan (currently under public review) also incorporates appropriate policies to ensure that through traffic is diverted from the Central Area. Accordingly, policy 4.8.3 in the proposed new Plan states as follows:

> **"Planning for a Perimeter Road should reflect the overall goals for the Central Area with special consideration given to resolving any potential problems arising from its impact on adjacent residential neighbourhoods, the waterfront, the environment and on traffic flow through the Downtown Core."**

The intent of Policy 4.8.3 is to identify the need for a Perimeter Road to link Burlington Street to Highway 403 in order to complete the major transportation corridor ring road system in the City.

On March 30, 1988, a Public Forum was held by the Engineering Services Committee to provide the public with an opportunity to submit comments on the proposal. CAPIC did not present its views to the Committee because it was still deliberating on this matter. CAPIC has now reviewed the proposed Perimeter Road and presents this report for consideration.

## CAPIC ANALYSIS

In terms of an overall planning objective, from CAPIC'S perspective, the main purposes of the Perimeter Road concept are as follows:

- to provide a new transportation corridor to link Burlington Street to Highway 403 to better serve the Bay Front industrial area;
- to divert through traffic away from existing roads in the City with emphasis on roads in the Central Area.
- to provide a traffic by-pass and improve access to the Central Area of the City;
- to provide future economic and development spinoffs;
- to improve the accessibility of the Bay Front industrial area;
- to eliminate through traffic from the North End neighbourhood;
- to ensure a better access to the proposed waterfront park development;

- o to reduce traffic congestion on existing roads in the City; and,
- o to provide opportunities for further improvements to roads in the Central Area.

## 1. DETAILED ANALYSIS WEST OF BAY STREET

### South Side Alternative

Effects:
- o visual impact due to elevated structure;
- o CN track relocation;
- o visual and noise impact on Princess Point, Kay Drage Westdale Neighbourhood;
- o most expensive alternative (i.e. $93 million exclusive of property).

### North Side Alternative

Effects:
- o direct public access to the waterfront;
- o better access to the proposed Waterfront Park;
- o least expensive in construction cost (i.e. $48 million exclusive of property);
- o minimum impact to CN rail operation;
- o noise and visual impact on the west end of the Harbour including the proposed Waterfront Park;
- o environmental impact including fish and wildlife habitat; and,
- o reduced water volumes in the Harbour.

### South to North Side Link Alternative

Effects:
- o public access along the shoreline;
- o partial separation of the proposed roadway from the proposed Waterfront Park;
- o reduced visual and noise impacts on the proposed waterfront;
- o significant visual impact due to elevated structure;
- o CN property would be required;
- o roadway and interchange would require fill along the Harbour and Cootes Paradise; and,
- o construction cost is estimated at $64 million, excluding property.

From CAPIC's perspective a major overriding concern related to all three options west of Bay Street is their environmental and visual impacts onto the Harbour and Cootes Paradise area, especially in the vicinity of Princess Point. The Committee is also concerned that the proposed alignments may have far-reaching implications on the Harbour in regard to the extent of fill requirements; loss of aquatic habitat; environmental impacts; intrusion of West Harbour; reduction of water volume in the Harbour and water quality.

## 2. DETAILED ANALYSIS EAST OF BAY STREET

Effects:
- o minimal visual and noise impact;
- o removes through traffic from local roads in the North End Neighbourhood; and,
- o disrupts limited uses along the alignment.

CAPIC supports the portion of the proposed Perimeter Road alignment east of Bay Street for the following reasons:

- o it would provide the best possible solution given the existing land uses in the North End Neighbourhood.
- o it would be depressed at track level along Strachan Street which should mitigate any noise and visual impact to the North End Neighbourhood; and,
- o it would remove truck and other through vehicular traffic away from residential streets in the North End Neighbourhood.

## 3. DETAILED ANALYSIS OF INTERCHANGES

### Bay Street Interchange

Effects:
- o provides a new entrance to the City's Central Area;
- o provides redevelopment opportunities;
- o removes a number of affordable housing units;
- o widens Bay Street North; and,
- o eliminates/relocates a number of existing heritage buildings.

### James Street and John Street Interchange

Effect:
- o provides a direct access to the downtown;
- o impacts the historic business areas; and,
- o increase traffic in the Central Area.

CAPIC has concerns regarding the James Street and John Street interchanges. CAPIC supports the concept of the Bay Street, Wellington Street and Victoria Avenue with the provision that consideraton be given to an access/exist at Ferguson Avenue on the basis that they would provide a new entrance into the City with the least disruption to the surrounding land uses. However, CAPIC is of the view that these interchanges should be reviewed further prior to any decisions.

## 4. USE OF EXISTING ARTERIAL ROAD WEST OF BAY STREET

CAPIC is aware that the proposed timing of construction of the Perimeter Road provides for it to be built in stages. The first stage would be the portion from Sherman Avenue to Bay Street. After this stage is completed and before the western portion is built it is intended that

traffic during the interim period will be dispersed on existing roads between Bay Street and Highway 403. In this regard, CAPIC concluded that detailed studies should be initiated along with further studies of any other identified alignment option to assess the feasibility of using the existing street system on a permanent basis as a viable fourth option. To this end, CAPIC recognizes that if this option is adopted it must be planned along with the approved portion between Sherman Avenue and Bay Street within the context of the entire Perimeter Road proposal. CAPIC acknowledges that this would likely require some improvements to the existing roads and that it may still be desirable to provide for a direct link to Highway 403.

5. **Truck Routes**

CAPIC was also of the opinion that any decision on the Perimeter Road should be made in the context of the existing and designated truck route system in the City. In particular, a review of the truck routes should be carried out to determine which of the existing routes could be eliminated when the Perimeter Road is implemented.

## CONCLUSIONS

(i) From CAPIC's perspective, the main purposes of the proposed Perimeter Road are as follows:

- to provide a new transportation corridor to link Burlington Street to Highway 403 to better serve the Bay Front industrial area; and,
- to divert through traffic away from existing roads in the City with emphasis on roads in the Central Area.

(ii) From CAPIC's viewpoint, the intrusion of the proposed Perimeter Road onto the Harbour, Cootes Paradise area especially in the vicinity of Princess Point is unacceptable from an environmental and visual impact standpoint given current information.

(iii) CAPIC considers that any decision on the proposed Perimeter Road alignment west of Bay Street which affects the Harbour, should be made in the context of the objectives of the International Joint Commission.

(iv) CAPIC is of the view that the decision making process for the proposed Perimeter Road should proceed on the basis of a phased approach to achieve the following:

- the alignment of the roadway, east of Bay Street be approved; and,
- the Bay Street, Wellington Street and Victoria Street interchanges be further reviewed for their impact prior to any decision.
- the selection of one of three alternative alignments west of Bay Street be held in abeyance pending the completion of the Environmental Study Report (ESR) for all three alternatives and any other alignment option that is identified.

CAPIC recognizes that the preparation of an ESR for various options, compared to one, may add to the overall cost of the project and delay the decision-making process. However, in the light of the concerns highlighted in this report, it is felt that a comprehensive evaluation of all possible options would provide a more sound approach in the selection process.

HY/dkp

WP 0117P

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

P5-4-7-9

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

SPECIAL MEETING

COUNCIL CHAMBERS - CITY HALL

FRIDAY, APRIL 15, 1988

## M I N U T E S

### Members in Attendance

| | | |
|---|---|---|
| Alderman David Christopherson | - | Chairman |
| Arthur Lomax | - | Hamilton Automobile Club |
| Gil Simmons | - | North End |
| Gloria DeSantis | - | Social Planning and Research Council |
| David Cohen | - | Corktown-Stinson Neighbourhoods |
| Charles Forsyth | - | First Place |
| Russel Elman | - | Durand and Cost |
| Ozzie Ferguson | - | United Senior Citizens |
| Bruce Rankin | - | Hamilton Society of Architects |
| Ken Nolan | - | Separate School Board |
| John Nolan | - | Chamber of Commerce |
| Andrew Berghardt | - | McMaster University |

### Guests

| | | |
|---|---|---|
| Jim Horton | - | M. M. Dillon - Consultant |
| Dr. Bill Sproule- | | M. M. Dillon - Consultant |

### Staff

| | | |
|---|---|---|
| Sylvia Renshaw | - | Regional Economic Development Department |
| Bill Janssen | - | Local Planning |
| Haig Yeghouchian | - | Local Planning |
| David Godley | - | Local Planning |
| Ted Gill | - | Regional Engineering Department |
| Peter Baker | - | Hamilton Parking Authority |

### CHAIRMAN'S REMARKS

1. The Chairman called the meeting to order and welcomed everyone including Jim Horton and Dr. Bill Sproule from M. M. Dillon, the consultants for the proposed Perimeter Road.

2. The Chairman explained that Sylvia Renshaw cannot find the reference material pertaining to her comments that Hamilton is the 3rd largest growing City in North America. However, Committee members suggested that it was the Greater Toronto Region to which she was referring.

3. The Chairman suggested that if everyone agrees, items 4 and 5 will be discussed first (i.e. Perimeter Road west of Bay Street and Highway 403 interchange).

**PERIMETER ROAD**

4. Jim Horton gave an overview of the entire alignment for the proposed Perimeter Road. It was mentioned that the alignment east of Bay Street is grade separated and relatively fixed at Strachan Street. A footbridge will be provided at McNab Street and Ferrie Street.

   West of Bay Street there are three options:

   a) north option which requires fill in the Harbour;

   b) south option which requires a tunnel under the Hamilton Cemetery; and,

   c) south to north option which is the same as a) and b) with a cross link to the north option over the CNR tracks.

5. Russell Elman stated that the main purpose for the Perimeter Road is to facilitate truck traffic. Russell expressed concern that the access ramp near the high level bridge for the north option is too dangerous due to short acceleration and deceleration distance and sharp turn angles.

   Russell also suggested that if four tracks are removed for the north option, the Harbour fill requirements will be reduced significantly.

6. Gil Simmons said that the south option appears to be the least harmful.

7. Russell Elman asked what noise mitigation measures will be incorporated in the proposal. Jim Horton stated that noise barriers will be erected where required.

8. Gloria DeSantis asked if the Environmental Study Report will evaluate the social impact of the proposed roadway.

9. David Cohen asked if the impact of the proposed Perimeter Road onto other Neighbourhoods has been carefully assessed.

10. Charles Forsyth stated that the Bay Street interchanges appears to be the most reasonable choice relative to other options.

11. Arthur Lomax mentioned that the impact of the perimeter road to the proposed waterfront park should not be different than the impact of the existing railway tracks. Arthur was of the view that perhaps the noise issue was being overemphasized.

12. Jim Horton stated that once an alignement has been selected, noise mitigation will be reviewed in detail.

13. Bruce Rankin asked if a "north to south" option has been considered. Jim Horton stated that such an option would not be very palatable because it would require the high cost of tunnel construction and the undesirable fill requirement in the Harbour.

14. John Nolan expressed concerns with all three alternative options.

15. Russell Elman pointed out that the construction of the tunnel should not generate significant discussion at the political level.

16. John Nolan suggested that the impact of the north option to the proposed waterfront park may be mitigated by moving the proposed road further south from the Harbour (i.e. CN track area) and relocating the existing tracks on Harbour fill. This approach would ensure a much greater distance separation between the Harbour and the proposed roadway. In addition, the relocated track would provide an effective buffer zone between the Harbour area and the propsed road.

17. Gil Simmons stated that in cities across the U.S.A. waterfront roads are being depressed. Gil expressed the view that perhaps the proposed Perimeter road should be designed in a similar fashion. Gil also mentioned that the concept of a cross-town expressway was dropped by Council in 1976 only to pave the way for the creation of a hybrid (i.e. Perimeter Road).

18. Jim Horton said that during the early stages of the study sixteen (16) different interchange options were examined.

19. John Nolan suggested that in lieu of the Perimeter Road perhaps measures could be introduced to ensure more efficient use of the existing road network west of Bay Street.

20. Dr. Sproule gave a brief presentation regarding the model and methodology used for the study. Dr. Sproule stated that both the Regional and Provincial Transportation models were used for the study. Dr. Sproule said that 4,000 licence plate mail-back questionnaires were distributed. Approximately 40% of those that responded were trucks.

21. Gabriel Etele said that the use of the proposed Perimeter Road by trucks will be predicated on their point of view. Gabriel suggested that, in addition to the proposed road, the City should review the existing truck route system.

22. Dr. Sproule said that the downtown traffic will not be the predominant user of the perimeter road. Dr. Sproule estimated that the afternoon westbound rush-hour traffic on the proposed road will be as follows:

    - 1,500-1,700 vehicular per hour, approximately 1,100 of which originate from the Bay Front area;

- o 60% of this traffic is heading eastbound on Highway 403; and,
- o 700 vehicular during the rush-hour will be travelling westbound on Highway 403.

23. Ozzie Ferguson asked if the estimated traffic for the proposed Perimeter Road takes the twinning of the Skyway Bridge and other improvements to existing roads into account.

24. Dr Sproule stated that commuters east of Sherman heading towards Toronto will most likley choose the Skyway Bridge instead of the Perimeter Road. Dr. Sproule also said that with the Perimeter Road, future traffic volumes on York Road and King Street West will be reduced. Dr. Sproule stated that without the Perimeter Road, the estimated 2,001 demand for York and King Street is 2,200 and 4,400, respectively. With the Perimeter Road in place, the estimated demand is reduced to approximately 1,400 for York Road and 3,600 for King Street. Dr. Sproule stated that the estimated daily vehicular volume on the proposed roadway is 20,000 at the turn of the century. Dr. Sproule also stated that the Perimeter Road would:

- o attract traffic from the Bayfront area;
- o divert traffic from York Road and King Street; and,
- o provide additional capacity on York Road, King Street and Main Street for potential future development.

25. Gil Simmons asked when was the last Regional Transportation study done. Ted Gill stated that the last overall transportation study was completed in 1963.

**ADJOURNMENT**

26. The meeting was adjourned at 12:20 p.m.

HY/dkp
WP 0117P

URBAN/MUNICIPAL
CA4ONHBLAQ
P51P4C

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

P5-4-7-9

June 17, 1988

URBAN MUNICIPAL

JUN 27 1988

GOVERNMENT DOCUMENTS

TO: ALL CAPIC MEMBERS

RE: NEXT MEETING AND UPDATE

This is to advise you that CAPIC will not be meeting during the summer months unless special circumstances arise. A CAPIC meeting was to be held towards the end of June, prior to the summer recess. However, due to the need for time by staff to analyze the submissions on the Central Area Plan, the next meeting will be held on September 9, 1988. At that time, the highlights of the public exhibitions and the results of the questionnaire and submissions regarding the Plan will be presented.

During the summer months, staff will be resolving any matters arising from the comments and will prepare a report for CAPIC's consideration on the September 9th meeting. Accordingly, an agenda package will be circulated at the end of August. We hope that CAPIC will be in a position to recommend the adoption of the new Plan to the Planning and Development Committee at their regularly scheduled meeting on September 28, 1988.

In the interim, if you require any information or have any questions on the Central Area Plan, please do not hesitate to contact us.

In addition to the foregoing, we take this opportunity to provide you with an update on the following matters:

i) Attached is a copy of CAPIC's final report on the Perimeter Road. As you may know, on June 8, 1988, the Planning and Development Committee received, but did not endorse, CAPIC's report on the Perimeter Road. The Committee agreed to forward CAPIC's report to the Engineering Services Committee for information at their meeting scheduled as follows:

DATE: June 27, 1988

TIME: 2:00 P.M.

PLACE: Room 233, City Hall (Tentative)

In addition, during the June 8th Planning and Development Committee meeting, Mayor Morrow announced his intentions to convene a special meeting of City Council to discuss the Perimeter Road project.

ii) As recommended by CAPIC, the Transport and Environment Committee held a public meeting on May 16, 1988, to discuss the GO Station proposal. The Committee took no action on the recommendations presented by CAPIC on the GO station and has referred the matter back to the Planning and Development Committee. Accordingly, the Planning and Development Committee voted 4-3 to send the CAPIC recommendations to Council. It is expected this matter will be considered at the June 28th Council meeting.

iii) Recently, the Task Force to Review the mandate and structure of the Hamilton Harbour Commissioners (HHC) was established. The Force consists of members from a variety of public and private interest groups. City Council on May 31, 1988 passed a resolution to request CAPIC to appoint a representative on the Force. The attached list identifies the membership composition of the Force. John Nolan has been invited to join the Force as CAPIC's representative.

iv) Attached also are two articles from the Globe and Mail related to waterfront expressways and public participation in the development approval process.

We trust that the above information will provide an insight of the various matters that CAPIC has been involved in the recent past.

Finally, we take this opportunity to express our appreciation for your participation in CAPIC, especially during the very active first five-month period of this year. We also wish you a wonderful summer.

Thank you again and see you in September.

Yours truly,

Alderman David Christopherson
CAPIC Chairman

David Godley
David Godley
CAPIC Co-ordinator

Haig Yeghouchian
Haig Yeghouchian
CAPIC Secretary

HY:DG/dkp

PS-4-7-9 7.

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

June 7, 1988

**REPORT TO:** SUSAN REEDER, SECRETARY
PLANNING AND DEVELOPMENT COMMITTEE

**FROM:** H. YEGHOUCHIAN, SECRETARY
CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE (CAPIC)

**SUBJECT:** The proposed Hamilton Perimeter Road.

**RECOMMENDATIONS**

a) That the attached recommendations be endorsed by the Planning and Development Committee; and,

b) That the Central Area Plan Implementation Committee be authorized to present their position to the Region's Engineering Services Committee.

Alderman David Christopherson
Chairman, CAPIC

DG:CS
0157P

# capic

## CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

FOR ACTION

DATE: 1988 June 7
COMM. FILE:
DEPT. FILE: P5-4-7-9

**SUBJECT**

The proposed Hamilton Perimeter Road.

**RECOMMENDATIONS**

a) That approval be given to the concept of providing a new, safe and practical road link between the Bayfront Industrial Area and the 403, which diverts traffic away from the core of the city and surrounding north end neighbourhoods.

(b) That approval be given to the portion of the proposed Perimeter Road between Sherman Avenue and Bay Street, provided that the location and design of the interchanges be studied further and their implications reported.

(c) That no approval be given, at this time, to any of the three proposed routes west of Bay Street.

(d) That further routes and mitigation techniques be considered west of Bay Street prior to proceeding with the next phase of the study, including:

i) using CN rail yard space to avoid Harbour fill; and

ii) using the existing arterial road system, with any necessary improvements.

## ANALYSIS

A. Concept of the Perimeter Road

- The proposed Perimeter Road links Burlington Street at Sherman Avenue with Highway 403.
- The Central Area Plan (approved by Council in 1981) and the draft of the new Central Area Plan support the concept of a Perimeter Road.
- Policy 4.8.3 of the draft new Central Area Plan states:

> **"Planning for a Perimeter Road should reflect the overall goals for the Central Area with special consideration given to resolving any potential problems arising from its impact on adjacent residential neighbourhoods, the waterfront, the environment and on traffic flow through the Downtown Core."**

CAPIC supports the concept of the Perimeter Road which it considers as important in diverting traffic away from the core of the City and surrounding north end neighbourhoods. CAPIC sees the proposal as a practical solution to providing a safer and more attractive environment.

B. Proposed Road East of Bay Street

CAPIC supports the proposed portion of the road which includes the following favourable factors:

- it would provide the best possible solution, given the existing land uses in the North End;
- it would be depressed at track level along Strachan Street which will mitigate noise and visual impacts;
- it would divert through traffic from residential streets.

CAPIC feels the full implications of the proposed interchanges, including the location, potential change in traffic levels on feeder streets and property impacts need further investigation and report.

C. Proposed Road West of Bay Street

Three Proposed Options

CAPIC has the following specific concerns:

CAPIC finds that all three options have severe environmental impacts and none of them appear to fit into the kind of City envisaged in the Central Area Plan. With continued increase in concern about the environment, it appears that an outdated solution is being recommended. It is felt that the quality of environment, especially relating to such critically important features as the Harbour and Cootes Paradise, will be of an overriding consideration to the success of the City in the long term future.

While the transportation benefits are clear, it is necessary to plan these needs in an overall context. CAPIC believes that none of the three options is acceptable and further work should be done on identifying options which are more environmentally compatible. The initiative of Chairman Sears in negotiating with CN rail to use railway lands is commendable and further mitigation measures should be investigated prior to the next phase of the study. Included in this examination should be the option of using the existing arterial road system, upgraded where necessary.

i) South Side Option

- visual and noise impact on the west end of Harbour due to elevated structure;
- visual and noise impact on Princess Point, Kay Drage Park and Westdale Neighbourhood.

ii) North Side Option

- noise and visual impact on the west end of the Harbour, including the proposed Waterfront Park;
- environmental impact, including fill in the Harbour and Cootes Paradise and on fish and wildlife habitat;
- providing an additional barrier between the City and the waterfront.

iii) South to North Option

- significant visual and noise impact due to elevated structure;
- environmental impact, including fill in the Harbour and Cootes Paradise and on fish and wildlife habitat.

Use of Arterial Road System West of Bay Street

CAPIC feels that this option should now be given the same level of examination as the other three options have received. Using the existing arterial road system would appear to have the following benefits:

- less environmental visual and noise impact on the Harbour and Waterfront Park;
- use of existing road facilities and consequent saving in cost;
- restraint of traffic passing between the Bayfront Industrial Area and the 403. This will be reinforced by the Skyway Bridge being used at full capacity, the construction of the proposed Red Hill Expressway and East-West Arterial Road, and potential truck route modifications.

**CONCLUSION**

Carrying out a detailed assessment and design of any of the three options is premature. Further work should be done on investigating alternatives. The timing for implementation of the Perimeter Road allows further time for study.

CAPIC acknowledges that it still may be desirable to provide a direct link from Bay Street to the 403.

DG:CS
0157P

p5-4-7-9

# TASK FORCE TO REVIEW THE MANDATE AND STRUCTURE OF THE HAMILTON HARBOUR COMMISSION

## Member Composition

| | |
|---|---|
| CITY OF HAMILTON | Alderman B. Hinkley<br>Chairman<br>526-2732 (office) |
| CITY OF BURLINGTON | Alderman W. Mulkewich<br>459 Patricia Drive ABS.<br>Burlington, Ontario<br>L7T 1J9<br>529-2564 (office) |
| REGION OF HAMILTON-WENTWORTH | Alderman G. Copps<br>526-2733 (office) |
| HAMILTON REGION CONSERVATION AUTHORITY | Mr. Russ Powers<br>29 Martingrove Drive<br>Dundas, Ontario<br>L9H 1T1<br>627-4356 (home)<br>521-2100 ext. 6328 (office) |
| CONSERVOR SOCIETY OF HAMILTON AND DISTRICT INC. | Mr. Jim MacDonald<br>112 Amelia<br>Hamilton, Ontario<br>L8P 2V5<br>529-9015 (home) |
| STEEL COMPANY OF CANADA | Mr. Brian W. Warry<br>General Transportation Mgr.<br>Stelco<br>P.O. Box 2030<br>Hamilton, Ontario<br>L8N 3T1<br>528-2511 ext. 3706 (office) |
| DOFASCO | Mr. John A. Macnamara<br>Dofasco<br>P.O. Box 460<br>Hamilton, Ontario<br>L8N 3J5<br>544-3761 ext. 2120 (office) |

- INVITATION TO MINISTRY OF TRANSPORTATION
- INVITATION TO C.N.R. John Nolan

| | |
|---|---|
| MINISTRY OF THE ENVIRONMENT | Mr. Ray Stewart<br>Ministry of the Environment<br>119 King Street West<br>12th Floor<br>Hamilton, Ontario<br>L8N 3Z9<br>521-7640 (office) |
| ROYAL HAMILTON YACHT CLUB | Mr. Dave Blanchard<br>Lounsbury Management Services<br>143 James Street South<br>Suite #200<br>Hamilton, Ontario<br>L8P 3A1<br>523-7511 (office) |
| LEANDER YACHT CLUB | Mr. George Gage<br>c/o Luchak, Thoman<br>46 Jackson Street East<br>Hamilton, Ontario<br>L8N 3C5<br>529-1132 (office) |
| MACASSA BAY YACHT CLUB | Mr. Clifford J. Morris<br>8 Thorndale Crescent<br>Hamilton, Ontario<br>L8S 3K2<br>529-5636 (home) |
| NORTH END INFORMATION SERVICE | Mrs. Gil Simmons<br>449 Bay Street North<br>Hamilton, Ontario<br>L8L 1N2<br>522-9974 (home) |
| CITY'S ~~REPRESENTATIVE ON THE~~ APPOINTEE<br>HARBOUR COMMISSION | Mr. Duncan Beattie<br>1036 Upper Wentworth<br>Hamilton, Ontario<br>L9A 4V9<br>383-9121 ext. 9747 (office) |
| HAMILTON HARBOUR COMMISSION | Declined |
| ROYAL BOTANICAL GARDENS | Declined |
| STAKEHOLDERS GROUP | No Representative Feasible |

STAFF

Mr. L. Sage, C.A.O.
Mr. E. Kowalski, Director of Community Development
Mr. K. Rouff, City Solicitor
Mr. V. Abraham, Director of Local Planning
Mr. J. Pavelka, Director of Public Works
Mr. D. Wyce, Director of Property
Mr. K. Christenson, Public Works
Mrs. S.K. Reeder, Secretary

## *Planners give in to developers*

MLY 27.88 GTM

# Cities spoiled, architect says

BY DAWN KING
The Globe and Mail

Real estate developers are being allowed to shape cities, producing congested and chaotic urban centres with excessively large buildings and little public space, one of Canada's most prominent architects says.

Moshe Safdie, who designed Ottawa's newly opened National Gallery of Canada, said yesterday that city planners are too inclined to give in to developers' demands for greater density, in the belief that maximizing growth will lead to greater prosperity.

"There is no evidence that market forces produce good cities," Mr. Safdie said. In fact, he said, the problems experienced by U.S. cities like Houston, where controls on development are minimal, show that the reverse is true.

Mr. Safdie, who has been commissioned to build Toronto's $230-million Ballet Opera House, was in Toronto to give a luncheon speech on urban development.

He talked about a new breed of developers "who operate on an enormous scale, who operate internationally and who have an enormous influence on the shapes of our cities."

Mr. Safdie said he was not criticizing developers per se, but he said it must be remembered that their objectives differ from public objectives.

Many public agencies feel that if they are too tough on developers, they will go elsewhere and the economic health of the city will suffer, he said. "Urban agencies need to say: 'This is the kind of city we want and yes, developers can come and work within that.'"

Mr. Safdie, who has won international acclaim for public projects in Montreal, Jerusalem and the United States, cited the mixed success of Toronto's Harbourfront as an example of weak planning giving way to market forces.

He said the key to successful development of Toronto's downtown over the next few decades is a comprehensive urban plan that incorporates Harbourfront, the lands to the east of it and the CN railway lands.

He also said the Gardiner Expressway is a major obstacle to such a plan because it cuts off the lakefront from the rest of downtown Toronto. It should be replaced as soon as possible by an underground expressway for bypass traffic and a parkway or boulevard on the surface for local traffic, he said.

Comprehensive urban planning is needed for our cities today, Mr. Safdie said. He cited the ancient Roman cities, where the focus was on the design of the public spaces.

There, the best talents of the day were picked to design and build the public domain — the colonnaded streets, the markets, the theatres, Mr. Safdie said. Once that was laid out, he said, the private development fell naturally and harmoniously into place.

More recently, he said, this approach has been used successfully to revitalize city districts in Milan, in Baltimore's Inner Harbor and in Battery Park in New York.

"What we need today are district plans, not zoning. We need plans of great vision — plans in which the public forms are given real weight."

Mr. Safdie also decried the lack of real community input into designing our cities. "Most of the input is ad hoc and project-specific and much of it involves vested interests."

Sometimes vocal citizen objection also leads to the cancellation of worthwhile projects, Mr. Safdie said. "It is easier to be anti-development than to be for something."

Community input must be broad-based and it must be sought at the policy and planning stages to be a constructive and effective force in shaping better cities, he said.

## *More waterfront controls proposed*

The Globe and Mail

A group of merchants, retailers and property developers want more tow-away zones and better event scheduling along Toronto's waterfront this summer.

Don Martyn, secretary of the Toronto Waterfront Council, a group formed to advise Mayor Arthur Eggleton, said yesterday that traffic congestion has become a serious problem, preventing many people from enjoying the area.

The waterfront council has submitted 30 recommendations to improve the flow of traffic along the harborfront this summer.

The group called for a computerized inventory of events, saying this would allow transit authorities and police to organize their services more efficiently. Other proposals included tougher enforcement of parking laws, a ban on street vending in some places and wider publicity for TTC waterfront shuttle schedules.

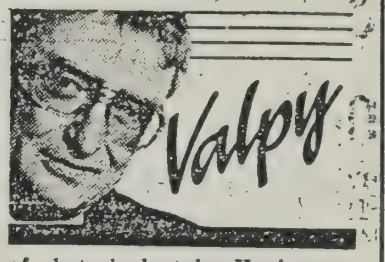
Mr. Eggleton endorsed the recommendations and said they will be sent to the city council's city services committee.

Mail Order Market

M6427.88 G+17

# Expressway advice: tear the thing down

BY MICHAEL VALPY




THE ARCHITECTURE of a Moshe Safdie speech is like the architecture of a Moshe Safdie building. Each layer is a graceful, self-contained composition; each layer is set carefully one upon another, and the whole climbs upward in handsome unity to a sometimes unexpected conclusion.

Thus did Mr. Safdie, the designer of the Expo 67 Habitat, the just-opened National Gallery of Canada and Toronto's planned Ballet Opera Theatre, move yesterday from a critical dissection of what he called the market-culture city to an appeal to Torontonians to demolish their lakeshore expressway, the Gardiner.

It was a neatly constructed argument, tied together by the common thread of Mr. Safdie's thesis that the world's best cities, from ancient times to the present, have focused the talents of their stellar architects and builders on civic public places. They have more or less left the rest of the city to evolve on its own.

Somehow, he said, this way of doing things has got turned around in many North American cities, with the best architects now being hired by private developers — and tamed as submissive servants — and the bureaucrats being assigned to plan the public spaces.

Hence the construction of Toronto's Gardiner Expressway, severing the city's waterfront from the rest of the downtown area. If community involvement in city planning had been as strong 30 years ago as it is now, Mr. Safdie said, the Gardiner would never have been built.

The Israeli-born, Canadian-raised architect currently is being much lionized in conjunction with the opening of the National Gallery. He appeared at a $100-a-ticket lunch at Toronto's Sheraton Centre yesterday on the hired-speaker circuit, flanked at a block-long head table by captains of industry and corporate titans of the arts.

There were no wild interjections of applause for what he had to say about the market-culture city. When Mr. Safdie comes out in public, he is inclined to make statements — for example, about developers turning architects into lapdogs — that immerse him in hot water.

He speaks with a near-absence of rhetorical style. He is very straightforward, very sincere, almost halting in his delivery.

There is no evidence, he said, that market forces make good cities. What they make is congested, over-developed cities with expressways as main thoroughfares, serving the bottom-line objectives of developers and the desire of business people for close proximity with each other.

Elected officials play into the hands of private developers by treating the public land they control as no more than a cash commodity, to be used to finance municipal government programs. Thus the politicians give zoning approval for ever-higher densities — the higher the density, the more valuable the land.

Mr. Safdie said he once assigned his architecture students at Harvard to redesign Manhattan to its maximum permitted density, 15 times ground area.

"The model was frightening, with its congestion and lack of light," he said.

The model was shown to Manhattan authorities, who agreed it was frightening but maintained that it was not expected that every parcel of land would be developed to maximum density. This expectation is true, Mr. Safdie said, except in times of prosperity — which is precisely what Toronto is in now. Toronto, he said, is being overbuilt.

He predicted that Toronto's downtown will double over the next 20 years, with most of the growth taking place in the Harbourfront district.

"What we should be concentrating on today is the district plan. The best talent we have today should be directed toward the design of the district, the public domain. The future of Toronto lies in linkage with the lake — and that means the Gardiner has to go."

Other cities — Boston, Seattle, San Francisco — are planning to get rid of their waterfront expressways, Mr. Safdie said. It is inevitable that Toronto will do the same. "Get on with it now."

CA 4 ON HBL AOS
C51P4C

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

## CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## M E E T I N G

Friday, September 9, 1988 at 9:30 a.m.

Room 219, Second Floor, City Hall

URBAN MUNICIPAL
AUG 22 1988
GOVERNMENT DOCUMENTS

## A G E N D A

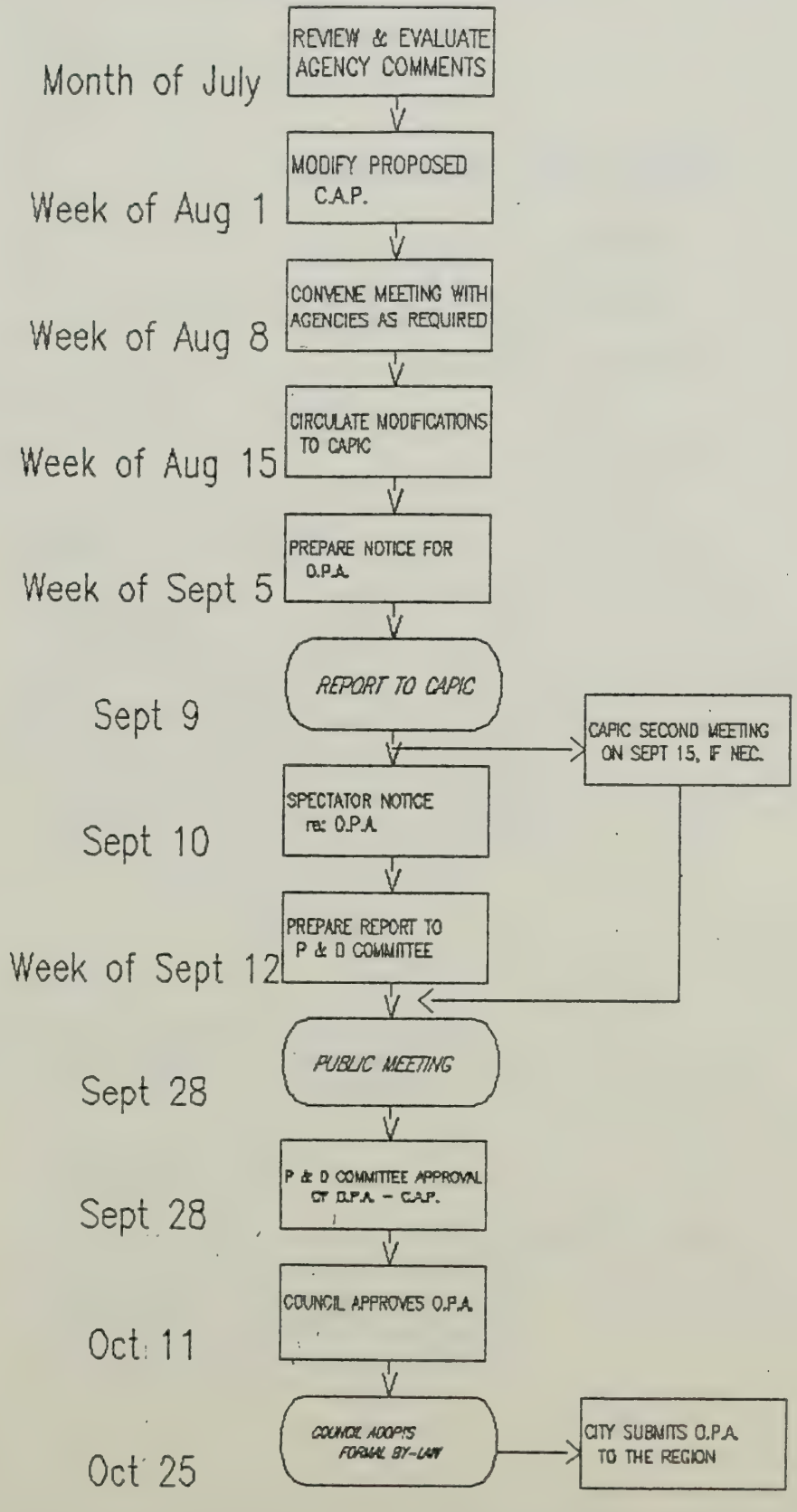
1. Chairman's remarks.
2. Review of Minutes of the following meetings:

   April 7, 1988
   April 15, 1988
   April 21, 1988
   April 29, 1988
   May 19, 1988

3. New development proposals.
4. Highlights of the Central Area Plan Exhibition and questionnaire results.
5. Proposed Modifications to the Central Area Plan.
6. Other business.
7. Next meeting.
8. Adjournment.

HY:CS
0117P

# TIME SCHEDULE
# PROPOSED OFFICIAL PLAN AMENDMENT
# CENTRAL AREA PLAN



capic

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## MEETING

**Thursday, May 19, 1988**

**Room 233, Hamilton City Hall**

## MINUTES

### Members Attending

Alderman David Christopherson - Chairman
Gil Simmons - North End
Gloria DeSantis - Social Planning and Research Council
Clodagh Stoker-Long - Social Planning and Research Council
David Cohen - Corktown-Stinson Neighbourhoods
Russell Elman - Durand and COST
Arthur Lomax - Hamilton Automobile Club
Kay Nolan - Separate School Board
John Nolan - Chamber of Commerce
Charles Forsyth - First Place

### Regrets

Ozzie Ferguson - United Senior Citizens
Gabriel Etele - Downtown BIA
Andrew Burghardt - McMaster University

### Staff Attending

Sylvia Renshaw - Economic Development Department
Ted Gill - Engineering Department
Bill Lambert - Regional Planning
Roland Karl - Traffic Department
Haig Yeghouchian - Local Planning

## CHAIRMAN'S COMMENTS

1. Alderman Christopherson thanked the members for attending and called the meeting to order.

## PERIMETER ROAD REPORT

2. Gil Simmons asked if the existing CN Station at James Street North relates in any way to the Perimeter Road proposal.

3. Gloria DeSantis asked if there is an overall transportation plan for the City. Ted Gill stated that a number of background studies were carried out which provided the basis for the transportation policies in the Regional Official Plan.

4. David Cohen suggested that perhaps CAPIC should review the Region's long term transportation policies. Alderman Christopherson stated that if time permits, this matter will be an item in the next meeting. **ACTION - HAIG**

5. Russell Elman and Arthur Lomax felt that the Central Area Plan already provides the policy framework for the Perimeter Road concept and that all other previous studies have provided the basis for the Perimeter Road, as well as other major transportation corridors in the City.

6. Alderman Christopherson stated that at this point in the meeting, the Committee should concentrate their debate on the proposed recommendations in the draft report.

7. Arthur Lomax said that since the order of the recommendations proceeds from east to west, it would be more appropriate if recommendation (a) is revised to read from Sherman Avenue to Bay Street, rather than from Bay Street to Sherman Avenue.

8. Alderman David Christopherson asked what is the cost of the Perimeter Road from Sherman Avenue to Bay Street. Ted Gill said that the cost of that portion of the road exclusive of property has been estimated at 23 million dollars.

9. David Cohen said that the last half of recommendation (a) which deals with identification of environmental impacts and method of investigation should be elevated and be incorporated as a separate recommendation.

10. Russell Elman stated that it was his impression that, except for some minor changes, the draft recommendations reflected CAPIC's position.

11. John Nolan said that the cannot overemphasize the importance of stopping the proposed Perimeter Road at Bay Street and integrating it with the existing arterial road system west of Bay Street. Gil Simmons agreed with John's viewpoint.

12. Russell Elman stated that the draft recommendations were properly thought out.

13. Charles Forsyth said that he has a lot of problems with the Perimeter Road option west of Bay Street. Perhaps no decision should be made on this matter until sufficient information is available.

14. Arthur Lomax mentioned that in his view, it is not good planning to use the existing road system west of Bay Street as the connecting link for the Perimeter Road to Highway 403. David Cohen did not agree with Arthur's opinion on this matter.

15. John Nolan stated that CAPIC's concern should be to identify the means to remove traffic away from the downtown with minimum of disturbance to the existing land uses to the surrounding area.

16. Alderman David Christopherson said that his understanding of the proposed Perimeter Road is that a decision on the entire alignment is not required at this time given that the project, if approved, will be implemented in stages.

17. Ted Gill said that each componant of the ultimate alignment of the Perimeter Road could be considered as a separate project provided that the components are compatible with each other. Ted used the analogy of "pipe fittings" to illustrate the point that the entire alignment of the proposed road should have the same functional capacity.

18. Bill Lambert suggested that perhaps consideration should be given to a scaled-down facility.

19. Gil Simmons said that, given the complicated and sensitive nature of the proposed Perimeter Road, perhaps the Minister of the Environment should be requested to change the status of the Environmental Review process from "Class Environmental Assessment to Full Environmental Assessment" hearing.

20. Alderman Christopherson said that it was his understanding that the environmental hearings will also assess the social impact of the Perimeter Road onto the surrounding neighbourhoods.

21. John Nolan said that the Committee should not be making any recommendation on the three options west of Bay Street. John reiterated that all three options are simply unacceptable.

22. Arthur Lomax stated that Bay Street is not properly designed to allow for a major influx of vehicular traffic as a result of any direct arterial road connection to the Perimeter Road. Arthur stated that if the Committee decides to proceed with a recommendation on the arterial road, it should be noted that it was the decision of the Committee "as a whole".

23. Charles Forsyth stated that he agrees with the concept of the scaled-down version of the proposed Perimeter Road. Charles also said that the environmental assessment review should consider the feasibility of using the existing arterial road system as a permanent solution in connecting the Perimeter Road west of Bay Street to Highway 403.

24. Alderman Christopherson suggested that a sub-committee should be formed to edit and finalize the Perimeter Road report.

25. John Nolan suggested that Russell Elman should be designated as the committee's editor for the report and work in conjunction with staff to finalize the draft report.

26. Alderman Christopherson said that once the draft report is finalized, it will be circulated to each committee member for review. Alderman Christopherson also mentioned that in order to expedite this process, staff will phone each member to determine if the final draft recommendations are acceptable.

**ADJOURNMENT**

27. The meeting was adjourned at 12:03 p.m.

HY:CS
0117P

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

MEETING

Friday, April 29, 1988

Room 233, Hamilton City Hall

## MINUTES

### Members Attending

Alderman David Christopherson - Chairman
Gil Simmons - North End
Gloria DeSantis - Social Planning and Research Council
Clodagh Stoker-Long - Social Planning and Research Council
David Cohen - Corktown-Stinson Neighbourhoods
Russell Elman - Durand and COST
Andrew Burghardt - McMaster University
Arthur Lomax - Hamilton Automobile Club
Kay Nolan - Separate School Board
Charles Forsyth - First Place
Ozzie Ferguson - United Senior Citizens
Bruce Rankin - Hamilton Society of Architects
John Nolan - Chamber of Commerce
Mark Boyak - Hamilton Real Estate Board

### Staff Attending

Bill Janssen - Local Planning
David Godley - Local Planning
Haig Yeghouchian - Local Planning
Silvia Renshaw - Economic Development Department
John Barr - Regional Planning
Mark Mougenot - Local Planning
Mike Sabelli - Local Planning

CHAIRMAN'S REMARKS

1. David Godley thanked the members for their attendance and called the meeting to order. David said that Alderman Christopherson will be joining the meeting shortly. He also reminded everyone that this is Bill Janssen's last meeting, as he is joining the Community Development Department as Acting General Manager for Municipal Non-Profit Housing. David thanked Bill for his contributions to the Committee.

MINUTES OF PREVIOUS MEETING

2. The minutes of March 18, 1988 and March 25, 1988 were adopted.

THE NEW PROPOSED CENTRAL AREA PLAN

3. The Committee adopted the new proposed Central Area Plan and reaffirmed their position that the Plan should be circulated for public discussion.

UNFINISHED BUSINESS

4. The draft Perimeter Road report was tabled before the Committee for review and comments. The Committee did not debate the contents of the draft report and agreed to convene a special meeting to discuss the Perimeter Road during the week of May 16, 1988.

ADJOURNMENT

5. The meeting was adjourned at 11:42 a.m. prior to the press conference.

HY:CS
0117P

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

## CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## SPECIAL MEETING

## THURSDAY, APRIL 21

## COUNCIL CHAMBERS - CITY HALL

## M I N U T E S

### MEMBERS ATTENDING

Alderman Christopherson - Chairman
David Cohen - Corktown-Stinson Neighbourhoods
Ozzie Ferguson - United Senior Citizens
Russell Elman - Durand and COST
Arthur Lomax - Hamilton Automobile Club
Kay Nolan - Separate School Board
Clodagh Stoker-Long - Social Planning and Research Council
Gloria DeSantis - Social Planning and Research Council
Charles Forsyth - First Place
Gil Simmons - North End

### CONSULTANT

Jim Horton - M. M. Dillion

### STAFF

Roland Karl - Traffic Department
Haig Yeghouchian - Local Planning

CHAIRMAN'S REMARKS

1. The Chairman welcomed all members and called the meeting to order. All members were reminded by the Chairman that this was a special meeting to discuss CAPIC's draft recommendations on the Perimeter Road.

PERIMETER ROAD

2. Russell Elman suggested that the draft recommendation #1 be divided into two parts to better define the purpose of the Perimeter Road. Russell stated that the Perimeter Road would complete the transportation loop road system in the City as well as divert industrial traffic away from the Central Area.

3. Charles Forsyth said that recommendation #1 is an argument for the Perimeter Road. Charles mentioned that the need for this recommendation will be better known once CAPIC makes a decision on the proposed Perimeter Road.

4. Gil Simmons stated that the Perimeter Road may have far reaching implications on the entire western harbourfront area.

5. Charles Forsyth said that CAPIC should not foreclose all available options on the Perimeter Road. Charles stated that Ferguson Avenue has a lot of potential in terms of a traffic corridor and should be used as the collector mode or the "Lymph system" for the Perimeter Road.

6. Gil Simmons said that recommendation #3 which deals with the undesirable effects (i.e. environmental and visual) of the Perimeter Road should have a preamble on the importance of the Harbour in the context of the undertakings of the International Joint Commission on the Great Lakes water system.

7. Kay Nolan said that recommendation #3 should be revised to incorporate the thought that the intrusion of the Perimeter Road into Princess Point is unacceptable to CAPIC.

8. Arthur Lomax stated that recommendations #4 and #5 which deal with the prematurity of the Perimeter Road and the need for high level discussions with CN officials on the use of track space for the proposed road should be moved to the end of the recommendations.

9. Russell Elman said that all three options west of Bay Street should be reviewed further. John Nolan agreed with Russell on this point and stated that the proposed Road should only be approved to Bay Street. John suggested that other options should be investigated west of Bay Street including the utilization of the existing arterial road system as the link to Highway 403.

10. Jim Horton said that the Perimeter Road will meet increasing traffic levels in the future. Jim also mentioned that most of this growth is expected in the downtown. Therefore, the Perimeter Road is intended to divert through traffic away from the downtown.

11. Charles Forsyth said that the Ferguson Avenue corridor option will not have any adverse effects to the surrounding area.

12. Russell Elman said that since the Perimeter Road will be implemented in various stages, feeder systems such as Ferguson Avenue should be explored further.

13. Jim Horton said that the Environmental Assessment Review process must be carried out for the entire Perimeter Road alignment, notwithstanding the fact that the roadway is intended to be built in stages.

14. David Cohen said that rather than constructing a new road, the existing arterial road system (e.g. Cannon Street, Wilson Street) should be improved to facilitate traffic through the downtown.

15. Arthur Lomax stated that the basis for the Perimeter Road has already been established in the City's Official Plan and the Central Area Plan. Any improvements to the local road system without the construction of the Perimeter Road will essentially be a band-aid solution and will not fully solve the present and future traffic problems in the City.

16. John Nolan said that the compromise solution to the problem is to approve only a portion of the Perimeter Road extending from Sherman Avenue to Bay Street with an interchange at Bay Street. The existing arterial road network west of Bay Street could then be used to link the Perimeter Road to Highway No. 403.

17. Gil Simmons stated that she was concerned about the policies in the Central Area Plan regarding the Perimeter Road. In her view the Central Area Plan should not promote the concept of the Perimeter Road on the basis that it would preempt any further discussion on the matter.

18. Charles Forsyth suggested that CAPIC should endorse the concept of the Perimeter Road from Sherman Street to Bay Street with no commitment on the alignment west of Bay Street. He stated that CAPIC should also approve the notion of using the existing road system west of Bay Street as an alternative to extending the Perimeter Road west to Highway 403.

19. Kay Nolan stated that CAPIC should be a proactive rather than a reactive group when dealing with the Perimeter Road alignment west of Bay Street.

20. Arthur Lomax suggested that CAPIC should at least approve in principle, the alignment of the proposed road from Sherman Street to Bay Street.

21. Alderman Christopherson said that the final recommendation on CAPIC's position regarding the Perimeter Road will be presented to the Engineering Services Committee. Alderman Christopherson also stated that the actual presentation of the report should be done by the Vice-Chairman (i.e. John Nolan).

22. Jim Horton said that it will be at least five years before construction of the Perimeter Road begins.

23. David Cohen said that there is an immediate need to look into the hazardous truck traffic situation in downtown streets. David suggested that the Truck Route Sub-Committee should review existing truck routes and eliminate those which are dangerous.

OTHER BUSINESS

24. Alderman Christopherson reminded committee members that CAPIC Day is on April 29, 1988. He stated that CAPIC will hold a press conference to "kick-off" the exhibitions at the various malls. Alderman Christopherson also stated that a short regular meeting of CAPIC will be held on that day just prior to the press conference. The main purpose of the meeting will be to endorse the Central Area Plan for public review.

ADJOURNMENT

25. The meeting was adjourned at 12:10 p.m.

H.Y.:nd
W.P. DOC. 0117P

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4 P5-4-7-9

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

SPECIAL MEETING

COUNCIL CHAMBERS - CITY HALL

FRIDAY, APRIL 15, 1988

## M I N U T E S

### Members in Attendance

| | | |
|---|---|---|
| Alderman David Christopherson | - | Chairman |
| Arthur Lomax | - | Hamilton Automobile Club |
| Gil Simmons | - | North End |
| Gloria DeSantis | - | Social Planning and Research Council |
| David Cohen | - | Corktown-Stinson Neighbourhoods |
| Charles Forsyth | - | First Place |
| Russel Elman | - | Durand and Cost |
| Ozzie Ferguson | - | United Senior Citizens |
| Bruce Rankin | - | Hamilton Society of Architects |
| Kay Nolan | - | Separate School Board |
| John Nolan | - | Chamber of Commerce |
| Andrew Berghardt | - | McMaster University |

### Guests

| | | |
|---|---|---|
| Jim Horton | - | M. M. Dillon - Consultant |
| Dr. Bill Sproule | - | M. M. Dillon - Consultant |

### Staff

| | | |
|---|---|---|
| Sylvia Renshaw | - | Regional Economic Development Department |
| Bill Janssen | - | Local Planning |
| Haig Yeghouchian | - | Local Planning |
| David Godley | - | Local Planning |
| Ted Gill | - | Regional Engineering Department |
| Peter Baker | - | Hamilton Parking Authority |

### CHAIRMAN'S REMARKS

1. The Chairman called the meeting to order and welcomed everyone including Jim Horton and Dr. Bill Sproule from M. M. Dillon, the consultants for the proposed Perimeter Road.

2. The Chairman explained that Sylvia Renshaw cannot find the reference material pertaining to her comments that Hamilton is the 3rd largest growing City in North America. However, Committee members suggested that it was the Greater Toronto Region to which she was referring.

3. The Chairman suggested that if everyone agrees, items 4 and 5 will be discussed first (i.e. Perimeter Road west of Bay Street and Highway 403 interchange).

PERIMETER ROAD

4. Jim Horton gave an overview of the entire alignment for the proposed Perimeter Road. It was mentioned that the alignment east of Bay Street is grade separated and relatively fixed at Strachan Street. A footbridge will be provided at McNab Street and Ferrie Street.

   West of Bay Street there are three options:

   a) north option which requires fill in the Harbour;

   b) south option which requires a tunnel under the Hamilton Cemetery; and,

   c) south to north option which is the same as a) and b) with a cross link to the north option over the CNR tracks.

5. Russell Elman stated that the main purpose for the Perimeter Road is to facilitate truck traffic. Russell expressed concern that the access ramp near the high level bridge for the north option is too dangerous due to short acceleration and deceleration distance and sharp turn angles.

   Russell also suggested that if four tracks are removed for the north option, the Harbour fill requirements will be reduced significantly.

6. Gil Simmons said that the south option appears to be the least harmful.

7. Russell Elman asked what noise mitigation measures will be incorporated in the proposal. Jim Horton stated that noise barriers will be erected where required.

8. Gloria DeSantis asked if the Environmental Study Report will evaluate the social impact of the proposed roadway.

9. David Cohen asked if the impact of the proposed Perimeter Road onto other Neighbourhoods has been carefully assessed.

10. Charles Forsyth stated that the Bay Street interchanges appears to be the most reasonable choice relative to other options.

11. Arthur Lomax mentioned that the impact of the perimeter road to the proposed waterfront park should not be different than the impact of the existing railway tracks. Arthur was of the view that perhaps the noise issue was being overemphasized.

12. Jim Horton stated that once an alignement has been selected, noise mitigation will be reviewed in detail.

13. Bruce Rankin asked if a "north to south" option has been considered. Jim Horton stated that such an option would not be very palatable because it would require the high cost of tunnel construction and the undesirable fill requirement in the Harbour.

14. John Nolan expressed concerns with all three alternative options.

15. Russell Elman pointed out that the construction of the tunnel should not generate significant discussion at the political level.

16. John Nolan suggested that the impact of the north option to the proposed waterfront park may be mitigated by moving the proposed road further south from the Harbour (i.e. CN track area) and relocating the existing tracks on Harbour fill. This approach would ensure a much greater distance separation between the Harbour and the proposed roadway. In addition, the relocated track would provide an effective buffer zone between the Harbour area and the proposed road.

17. Gil Simmons stated that in cities across the USA, waterfront roads are being depressed. Gil expressed the view that perhaps the proposed Perimeter road should be designed in a similar fashion. Gil also mentioned that the concept of a cross-town expressway was dropped by Council in 1976 only to pave the way for the creation of a hybrid (i.e. Perimeter Road).

18. Jim Horton said that during the early stages of the study sixteen (16) different interchange options were examined.

19. John Nolan suggested that in lieu of the Perimeter Road perhaps measures could be introduced to ensure more efficient use of the existing road network west of Bay Street.

20. Dr. Sproule gave a brief presentation regarding the model and methodology used for the study. Dr. Sproule stated that both the Regional and Provincial Transportation models were used for the study. Dr. Sproule said that 4,000 licence plate mail-back questionnaires were distributed. Approximately 40% of those that responded were trucks.

21. Gabriel Etele said that the use of the proposed Perimeter Road by trucks will be predicated on their point of origin. Gabriel suggested that, in addition to the proposed road, the City should review the existing truck route system.

22. Dr. Sproule said that the downtown traffic will not be the predominant user of the perimeter road. Dr. Sproule estimated that the afternoon westbound rush-hour traffic on the proposed road will be as follows:

    - 1,500-1,700 vehicles per hour, approximately 1,100 of which originate from the Bay Front area;

sixty percent of this traffic is heading eastbound on Highway 403. In addition, 700 vehicles during the rush-hour will be travelling westbound on Highway 403.

23. Ozzie Ferguson asked if the estimated traffic for the proposed Perimeter Road takes the twining of the Skyway Bridge and other improvements to existing roads into account.

24. Dr Sproule stated that commuters east of Sherman Avenue heading towards Toronto will most likley choose the Skyway Bridge instead of the Perimeter Road. Dr. Sproule also said that with the Perimeter Road, future traffic volumes on York Road and King Street West will be reduced. Dr. Sproule stated that without the Perimeter Road, the estimated 2,001 rush-hour demand for York and King Street is 2,200 and 4,400 vehicles per hour, respectively. With the Perimeter Road in place, the estimated demand is reduced to approximately 1,400 for York Road and 3,600 for King Street. Dr. Sproule stated that the estimated daily vehicular volume on the proposed roadway is 20,000 at the turn of the century. Dr. Sproule also stated that the Perimeter Road would:

    - o attract traffic from the Bayfront area;
    - o divert traffic from York Road and King Street; and,
    - o provide additional capacity on York Road, King Street and Main Street for potential future development.

25. Gil Simmons asked when was the last Regional Transportation study done. Ted Gill stated that the most recent overall transportation study was completed in 1963.

**ADJOURNMENT**

26. The meeting was adjourned at 12:20 p.m.

HY/dkp
WP 0117P

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

SPECIAL MEETING

THURSDAY, APRIL 7, 1988
COUNCIL CHAMBERS - CITY HALL

M I N U T E S

## Members Attending

Alderman David Christopherson - Chairman
Russell Elman - Durand and COST
Ozzie Ferguson - United Senior Citizens
Charles Forsyth - First Place
Gloria DeSantis - Social Planning and Research Council
David Cohen - Corktown-Stinson Neighbourhoods
Arthur Lomax - Hamilton Automobile Club
Gil Simmons - North End
Bruce Rankin - Hamilton Society of Architects
Andrew Burghardt - McMaster University
Gabriel Etele - Downtown BIA
John Nolan - Chamber of Commerce
Clodagh Stoker-Long - Social Planning and Research Council

## Guest

John Isles - McMaster University

## Regrets

Kay Nolan - Separate School Board

## Staff

Ted Gill - Regional Engineering Department
Bill Janssen - Local Planning
Haig Yeghouchian - Local Planning
Bill Lambert - Regional Planning
David Godley - Local Planning
Roland Karl - Traffic Department
Sylvia Renshaw - Regional Economic Development Department

CHAIRMAN'S REMARKS

1. The Chairman welcomed all members and called the meeting to order.

PERIMETER ROAD

2. Russell Elman stated that the rationale for the proposed Perimeter Road has already been incorporated in the Central Area Plan.

3. David Cohen asked if the rationale for the proposed Perimeter Road is open for debate. In his view, alternatives to constructing a road should be discussed. He expressed the following concerns:

   - o there apppears to be a lack of background and statistical data on the proposal;
   - o the City does not have traffic congestion but a lot of traffic control;
   - o vehicular traffic movement is given first priority;
   - o more emphasis should be given to pedestrian traffic;
   - o new roads would encourage additional traffic.

   David also stated that in Europe traffic problems are usually solved by adjusting the existing road network rather than constructing new roads. To this end, he referred to a textbook entitled "Traffic in Towns" authored by Colin Douglas Buchanan which provides various alternative options in solving existing traffic problems in England.

4. Arthur Lomax stated that his silence on the proposed Perimeter Road alignments does not mean consent.

5. Alderman Christopherson said that everyone will be given the opportunity to express their views on the proposed roadway.

6. Gil Simmons stated that the 1978 decision of Council on the proposed Perimeter Road did not anticipate the recent improvements to the Q.E.W. and Highway 403. On this basis, perhaps the concept of the roadway should be further reviewed in the light of these recent improvements.

7. Gloria DeSantis asked if CAPIC is going beyond their mandate since the majority of the Perimeter Road is outside the Central Area.

8. Alderman Christopherson said that the Engineering Services Committee would probably not consider a fragmented recommendation on the proposed Perimeter Road.

9. John Nolan stated that he has concerns with all three options, west of Bay Street. In his view the Perimeter Road will have an impact on the Central Area. However, he recognized that a decision on this roadway must be made.

10. Russell Elman put forward a motion which was seconded by John Nolan, that a vote should be taken to reaffirm CAPIC's position regarding the concept of the proposed Perimeter Road as incorporated in the Central Area Plan (i.e. Policy 4.8.3). The results of the vote was 10 to 2 in favour of reaffirming the concept of the proposed Perimeter Road.

11. Andrew Burghardt asked if the proposed road east of Victoria Avenue is grade separated.

12. David Cohen inquired about the number of homes that will be demolished to make way for the proposed Perimeter Road. Ted Gill said that he will gather information pertaining to the number of persons and homes affected by the proposal for presentation at a future CAPIC meeting.

13. Ted Gill stated that the proposed Bay Street interchange will serve the downtown area.

14. Gil Simmons said that residents near Bay Street, Wellington and Victoria Streets do not want an access ramp from/to the proposed Perimeter Road on their street.

15. Gabriel Etele asked if Ferguson Avenue has been considered for its potential as a new access to the downtown. In his view, an access from Ferguson Road could serve the downtown and help establish a new eastern anchor.

    Ted Gill said that the technical Steering Committee evaluated a number of alternative accesses. The Steering Committee felt that the Wellington and Victoria accesses were considered to be the most feasible.

16. John Nolan stated that if the waterfront park is not realized then an access to the Harbour Front from the proposed Perimeter Road may not be required.

17. Charles Forsyth said that rather than completing the ring road transportation concept in the City, perhaps a better approach would be to dead-end the proposed Perimeter Road at Wellington and Victoria to preclude through east/west traffic movement. This approach would force traffic east of Victoria Avenue to utilize the Skyway Bridge to exit the City. And similarly traffic west of Wellington would use Highway 403 to exit the City.

18. Ted Gill stated that there is a need for a continuous system to complete the ring road concept. The proposed Perimeter Road will accommodate through traffic for both cars and trucks and therefore reduce the pressure on other existing roads.

19. Russell Elman mentioned that the Perimeter Road should not increase traffic in the downtown area because it is a limited access highway. Bruce Rankin agreed with Russell's point and asked if the effects of the Mountain Freeway on the Perimeter Road could be explained.

20. David Cohen stated that the present road system should be able to accommodate future traffic. For example, westbound truck traffic at Wellington could use Cannon Street at York Street to gain access to Highway 403.

21. Gabriel Etele stated that the Perimeter Road will help keep trucks away from the local road system in Hamilton. The Perimeter Road will provide economic viability to various businesses including the steel industry.

22. Gil Simmons said that the "Just-in-Time" delivery system in the car industry has far reaching implications on the need for additional roads in the City which should be considered in the development of the Perimeter Road.

23. John Nolan stated that Bay Street interchange should be further examined with the view to removing the proposed access. However, such an approach should only be used if it does not adversely impact the proposed Wellington Street and Victoria Street accesses. However, Art Lomax suggested that he would be prepared to support a motion which would simply state that the impact of Bay Street interchange be further reviewed.

24. Gabriel Etele said that the three proposed alternatives that CAPIC has been asked to review were chosen from a much larger list. Perhaps, it would be more appropriate for CAPIC to find out more about the factors that have been used in the selection process rather than introducing new alternative route options.

25. Sylvia Renshaw stated that Hamilton is the third fastest growing area in North America. Gil Simmons requested additional information on the subject. It was decided that Sylvia would provide more information at CAPIC's next meeting.

ADJOURNMENT

26. The meeting was adjourned at 12:00 noon.

H.Y.:nd
W.P. DOC. 0117P

City of Hamilton

# Proposed New Central Area Plan

**Endorsed by Central Area Plan Implementation Committee and authorized for Public Review by the Planning and Development Committee**

With Modifications

Prepared by
Hamilton-Wentworth Planning and Development Department

April, 1988

# INTRODUCTION

# CONTENTS


| | | Page |
|---|---|---|
| INTRODUCTION | | |
| The Purpose and the Nature of the Plan | | 1 |
| Goals of the Plan | | 2 |
| The Basis of the Plan and Assumptions | | 3 |
| THE PLAN | | 7 |
| Land Use | | |
| 4.1 | Downtown Core | 8 |
| 4.2 | Mixed Use | 11 |
| 4.3 | Mixed Industrial/Commercial | 13 |
| 4.4 | Neighbourhood Residential | 14 |
| 4.5 | Parks | 16 |
| 4.6 | Waterfront | 17 |
| 4.7 | General Uses | 19 |
| 4.8 | Movement | 22 |
| 4.9 | Urban Design | 26 |
| 4.10 | Compatibility of Uses | 31 |
| 4.11 | Implementation | 33 |
| ~~LAND USE~~ MAP / ✓SCHEDULE A - Central Area Land Use Strategy 2001 | | 35 |
| ~~APPENDICES~~ | | [illegible] |
| APPENDIX A - Glossary | | 36 |
| APPENDIX B - Maps | | 40 |

# INTRODUCTION

## THE PURPOSE AND NATURE OF THE CENTRAL AREA PLAN

### Location

The Central Area is that portion of the City bounded by the Bay, Queen Street, the top of the Escarpment, and Victoria Avenue. It includes Durand, Corktown, Central, Beasley, North End East and West Neighbourhoods and portions of Landsdale and Stinson west of Victoria Ave. (Map 3)

### Purpose of the Plan

The purpose of this Plan is to provide a land use guide for the Central Area of the City of Hamilton from the present into the next century.

The Central Area Plan has been prepared in response to the need for a strong statement on the appropriate future direction for the Central Area of Hamilton. The Plan provides objectives and policies which reflect the Central Area's role as the ~~centre of the Region.~~ Regional Centre providing high order commercial, institutional, and cultural services to the residents of the area. (staff)

The Plan stresses the importance of a healthy, vibrant, well-designed, human-scale environment to the economic well-being of the Central Area. Policies are aimed at building on the Central Area's existing attributes, creating an environment conducive to investment, regeneration and growth, and maximizing the benefits of co-ordinated long-range planning and implementation in the Central Area.

This Plan is a revision of the original Central Area Plan approved by City Council in January 1981. It is based on recommendations by the Central Area Plan Implementation Committee (CAPIC), an advisory group of business, labour, residential and other community representatives reporting to the City of Hamilton Planning and Development Committee.

The original Central Area Plan has been re-examined and re-affirmed given the time which has elapsed since it was prepared and the experience in implementing it. The original goals and policies of the Central Area Plan are re-emphasized and in some cases replaced.

The document suggests the best ways to capitalize on the assets of the most important area of the City. Policies are established to protect and enhance public and private investment in the Central Area. The Plan attempts to balance commerce, livability and social improvements.

The Plan provides the terms of reference for public works and private initiatives in the Central Area and functions as a standard against which the City can evaluate the appropriateness of such initiatives in relation to the long-term growth and management strategies.

It also links the broad policies of the Regional Municipality of Hamilton-Wentworth Official Plan, and the specific, detailed policies of the Neighbourhood Plans and other studies as they relate to the Central Area.

Nature of the Plan

In essence, the NATURE of the Central Area Plan is as follows:

- The Plan continues the philosophy outlined in the original Central Area Plan (1981) for the development of the Central Area;
- The Plan is organized under the main headings of Land Use, General Uses, Movement, Urban Design, Compatibility of Uses and Implementation. Goals and policies are listed under each heading;
- Policies in the Plan will be used to guide Council in making decisions which affect the Central Area;
- Adoption of the Plan will set the stage for further investigation of ways to achieve the desired goals;
- Implementation of the policies contained in the Plan will be co-ordinated and consistent with other Central Area initiatives. Co-ordination of priorities for implementation is vital. Studies and actions necessary to implement the Plan will be outlined and co-ordinated by C.A.P.I.C.;
- Public participation will be provided for through the implementation and review of this Plan; and,
- The Central Area Plan will be approved by City Council and the Region of Hamilton-Wentworth in the form of an Official Plan Amendment. Any Amendment to the Central Area Plan will be by Council resolution and through amendment to the relevant portions of the Official Plan.

GOALS OF THE PLAN

The goals of the Central Area Plan are to:

- Provide an attractive lively, human scale environment with appropriate physical social and human infrastructure;
- Give greater priority to the Central Area in terms of planning, development, implementation, monitoring and promotion;
- Maintain and increase the resident population, commercial services, social and government services, as well as the quality of life in general;
- Direct new multi-purpose developments into the downtown core with special emphasis on residential components;
- Minimize the impact of through-traffic on the downtown core and residential neighbourhoods;
- Encourage mixed-use development;
- Encourage effective urban design, architectural considerations, and energy conservation in land use and building location, content, and style through strong urban design guidelines;

- Emphasize desirable special objectives in land use, building and amenities;
- Encourage suitable waterfront development with appropriate links to the downtown;
- Enhance the Central Area's role in the Hamilton-Wentworth Region and the surrounding Market Area particularly regarding commercial development; and,
- Direct attention to the primary objectives of growth, job creation and a healthy economy.
- Enhance the physical and social environment, which is fundamental to good urban planning.

## BASIS OF THE PLAN AND ASSUMPTIONS

The original Central Area (1981) Plan adopted what it described as a "new philosophy" for the City of Hamilton's Central Area. It stated:

> "An attractive, lively, human-scale environment with the physical, social, and human infrastructure in place will both improve the downtown quality of life, draw people to the area, and thus, encourage the private sector to expand the residential, commercial, and industrial sectors. At the same time, the Plan attempts to make the downtown more efficient by recommending the appropriate balance among the various elements comprising the development pattern. It is this approach, concentrating on desired development, the environment, the services, and their inter-relationships, which makes this Plan so important for the future of the Central Area of Hamilton."

### The Regional Centre

The Regional Official Plan states specific objectives for Central Hamilton as follows:

2.2.1 "It shall be the policy of Regional Council:

2.2.1.1 To designate central Hamilton as the Regional Centre.

2.2.1.2 To require that the City of Hamilton, in its Official Plan, recognize the Regional Centre as a multi-use area including the following activities:

(a) Retail

(b) Offices

(c) Compatible manufacturing

(d) Residential

(e) Social, community and health services

2.2.1.3 To require that the City of Hamilton, in its Official Plan, permit and encourage sufficient office and retail space in downtown Hamilton. Downtown Hamilton shall be developed in a fashion consistent with the characteristics of a Regional Centre and shall include:

(a) Provision of a wide range of retail outlets including major and junior department stores, specialty, food and general merchandise stores.

(b) Provision of a wide range of office functions including head and branch offices of companies and offices of Provincial, Federal and Regional Governments.

2.2.1.4 To require that the City of Hamilton, in its Official Plan, establish a program to enhance the environment in the Regional Centre through urban design policies, retention of buildings of significant architectural or historic merit and the improvement of pedestrian and vehicular access and flows.

2.2.1.5 To support the City of Hamilton in its program of enhancement of the Regional Centre through the provision of appropriate Regional facilities and services.

2.2.1.6 To promote the location of a multi-mode (trains, buses) transportation terminal in the Regional Centre if feasible."

Similarly, the City of Hamilton Official Plan incorporates special policies which meet the directive of the Regional Official Plan. Accordingly, the plan emphasizes the unique nature of the Central Area and provides policy guidance to enhance its multi-use function. (staff)

Facilities and services have developed in the Central Area of a sufficiently high order of quality that it attracts people from beyond the City and Regional boundaries. As a government centre, the Central Area contains a number of Federal and Provincial district offices and agencies that serve other areas within Hamilton-Wentworth, Niagara, Haldimand-Norfolk, Halton and Waterloo Regions, as well as Brant and Oxford counties. In addition, many non-profit agencies located in the Central Area provide services for those living outside the City.

As a cultural centre, the Central Area attracts people to such places as the Art Gallery, Hamilton Place and Copps Coliseum from throughout the Golden Horseshoe and beyond.

Further, shopping facilities in the downtown, including Jackson Square, Hess Village and the Farmer's Market provide a major attraction to the City.

People visiting the Central Area for a variety of reasons provide economic benefits to the entire Region. Therefore, policies in this Plan aim to maintain and strengthen the economic and social viability of the Central Area. The policies of this Plan ~~This will also assist~~ in implementing the Regional Economic Strategy ~~which identifies the need for~~ attracting people into the Central Area with many higher order services located in the Area to (staff)

Central Area Trends

The nucleus of new development in the Central Area has been provided through the Civic Square Redevelopment Project encompassing both commercial and institutional uses. Hamilton Place, the Library, the Farmers Market, the Art Gallery, Copps Coliseum, and the Convention Centre provide cultural,

educational, entertainment, sports, and tourist magnets, offering valued services and attractions and which will enhance Hamilton's image. Their concentration in the core area emphasizes that the downtown is the heart of the City and Region.

In recognition of the necessity for a vibrant, growing, downtown core, the Downtown Action Plan was prepared in 1982. The Downtown Action Plan implements the philosophy first enunciated in the Central Area Plan (1981) that investment and people will be attracted to the Central Area by the creation of a more visually appealing, attractive, and comfortable environment.

The Downtown Action Plan addresses streetscaping, marketing, and traffic needs. It has resulted in the redesign of Gore Park as a people place, the creation of a bus mall on the south leg of King Street at Gore Park, and ongoing streetscaping improvements to King Street and surrounding area. In total, over $10 million in public money will be spent as a result of the Downtown Action Plan.

Recently, new interest in residential development is occurring. The original Central Area Plan promoted the addition of residential uses to the core area to stimulate the commercial, institutional and other uses and to increase activity and interaction in the downtown area in non-working hours.

Since much of this residential development has been ~~higher cost~~ for upscale (stats) condominiums, there is a need for additional affordable housing both owner occupied and rental in the Central Area. This may best be provided by Non-Profit and Co-operative Housing groups. It is the aim of the Central Area Plan to provide for a mix of housing types and tenures for a variety of household incomes in the Central Area. Mixed income family housing in the Central Area is essential in providing for a vibrant and active downtown.

In addition, the idea first enunciated in the Central Area Plan for a recreation centre on King East in the vicinity of Ferguson and Wellington as an alternative and eastern anchor to Jackson Square is still alive. This shows the renewed interest in the King East area for non-commercial activities such as housing and recreation.

## THE PLAN AND THE FUTURE

This Plan recommends a creative approach to planning the downtown core and surrounding area, in an effort to encourage development that incorporates mixed land use, the human scale, good urban design principles and a positive contribution to the urban fabric.

~~This Plan reinforces the approach stated in the original Plan:~~

> "Private investment cannot be attracted to an area ~~simply by designating~~ lands for the desired use in land use plans. This has ~~been~~ the approach taken by the City, perhaps as a result of the ~~high~~ growth forecasts of the 1950's and 60's, before the energy crisis and passing of the baby boom. For example, it is estimated ~~that~~ existing zoning in the downtown alone would permit the development of over 35 million square feet of commercial floorspace. ~~The~~ existing commercial floorspace is ~~some~~ 2.3 million square ~~feet or~~ 7% of that permitted.
>
> Development policies are of no value if ~~development~~ is not forthcoming. Stronger incentives are ~~required than merely designating and zoning lands for the desired use~~.

(SPRC

← This Plan takes a different approach based on the understanding that indirect inducements and incentives to private investors and consumers (and the resulting decisions, investments and consumption patterns) are often more powerful than providing direct government services."

New development should capitalize on this supply of many underutilized sites, as well as the ~~rich~~ stock of existing buildings, the potential for a stronger service centre, and the creative instincts of the people. The Central Area is the strategic and vital element in the City, which can offer and help create a fresh image and opportunities for investment. As such, the Central Area should continue to receive high priority from all levels of Government. Priority should also be given to encourage residential development and/or redevelopment to strengthen the residential function of the Central Area and alleviate the overall housing crisis in the City.

(SPRC)

# POLICIES

4.1 DOWNTOWN CORE

In accordance with the intent of the Regional Official Plan, Central Hamilton is designated as the ~~Downtown Core can be defined as Greater Hamilton's~~ Regional Centre". (staff) As a primary economic area, intensive commercial activities are encouraged. As a centre of government and social services, lands in the Downtown Core will permit and encourage institutional activities. In addition, high density residential uses will be encouraged, including mixed use commercial/residential developments.

It is the intent of this Plan to provide for an attractive, vibrant, well-designed and human scale environment which will make the Central Area a desirable place to live and work, and as a result attract further growth. In order to achieve this, the Plan promotes the Downtown Core as the Regional Centre for a mix of uses fostering a high level of employment opportunities, economic activity and government and social services, as well as a desirable place to live and work.

Therefore, a wide range of retail outlets is encouraged, including full-line and junior department stores, specialty, food and general merchandise stores. In addition, the Plan promotes the location of head offices and large branch offices of finance, insurance and real estate serving both Region-wide and specialized interests in the Downtown Core. The Plan also promotes the location of district offices of Federal, Provincial and special interest agencies serving residents throughout the Region and beyond.

Permitted Uses

4.1.1 To maintain and enhance the Downtown Core, as shown on Schedule A, as a Regional Centre, a mix of uses will be encouraged. These uses are as follows:

i) High-intensity, ~~high density~~ commercial uses in the ~~of the~~ nature of office buildings, as well as, concentrations of stores and offices in smaller individual buildings at street level; (staff)

ii) Residential development for all levels of income, including mixed use commercial/residential buildings; and

iii) Institutional uses, particularly government, social service and Non-Profit offices servicing local and surrounding residents.

~~High Density~~ Commercial Uses

4.1.2 To strengthen the Downtown Core as the primary commercial centre of the Region, the Downtown Core will be promoted as the most appropriate location for new office buildings, retail establishments and other concentrated commercial uses which will create employment opportunities, particularly for those who live in the area, and draw people to the area.

Commercial Uses

4.1.3 Council will encourage the following Commercial uses to locate in the Downtown Core:

i) department stores and other large retail outlets;

ii) head and branch offices of finance, insurance, real estate, ~~and~~ other service and industrial firms.

Commercial Areas

4.1.4. To enhance existing commercial areas in the Downtown Core and provide alternative focal points to Jackson Square, existing commercial development along James Street ~~North and James Street South~~, ~~in~~ Hess Village, and the area east of James Street will be reinforced and intensified by encouraging new anchors and attraction nodes, recognizing their special attributes and characteristics. (staff)

4.1.5. The consolidation of existing commercial development in the Downtown Core will be encouraged through infilling, intensification and rehabilitation.

Mixed Uses

4.1.6. Mixed office/retail and residential buildings will be encouraged, where feasible.

Residential Uses

4.1.7 Residential development will be actively encouraged through actions taken by Council such ~~as special studies~~, incentives, ~~and~~ land acquisition as may be determined by special studies

4.1.8 Conversion of non-residential ~~uses~~ building to residential will be encouraged, particularly underutilized commercial space and upper floors of retail space.

Government

4.1.9 ~~City~~ Council will encourage Federal and Provincial Governments and Public Agencies to locate district offices in the Downtown Core in order to strengthen and enhance the role of the Downtown Core as a Government Centre.

Non-Profit Organizations

4.1.10 Council will encourage the location and expansion of Non-Profit organizations in the Downtown Core to service and attract local and surrounding area residents. (staff)

Open Space

4.1.11 Open ~~leisure~~ space will be provided in the Downtown Core to contribute to the general amenity and leisure opportunities in the area.

Eastern Anchor 4.1.12 Council will encourage the establishment of an eastern anchor on King Street East to link activities at the centre of the Downtown Core with Wellington Street. An eastern anchor may consist of, but ~~shall~~ will not be limited to, a major retail complex, office development, mixed use building and/or ~~leisure~~ recreation centre.

(staff)

## 4.2 MIXED USE

Areas designated for Mixed Use are intended to function as a mixed use area where new development and expansions of all types of activities will be permitted, provided it can be determined that it will not have an adverse impact on adjacent land uses. Uses permitted in the Mixed Use area include Light Industrial, Commercial, Residential, Institutional, Recreational and ~~ancillary~~ related uses. ~~to the primary permitted uses.~~ (staff)

In the Mixed Use area, careful attention will be paid to the location of any new residential uses in relation to existing uses so that the residential component is attractive, healthy and livable.

Goals for the industrial, commercial, residential, institutional and recreational uses permitted within the Mixed Use areas are as follows:

- To permit existing uses to remain, where appropriate;
- To encourage a mix of new uses;
- To achieve rationalization of different land uses so that pockets of new development will not adversely affect existing uses;
- To consider each application for new development or expansion on its individual merits with a view to the long-term goals of the Central Area Plan for growth and revitalization in the Central Area and an attractive, healthy environment for residents, business and industry.

### 4.2.1 Policies

Permitted Uses

Within the areas designated Mixed Use on Schedule A, uses permitted will be any of commercial, industrial, residential or institutional/ recreational, provided they will not have a negative impact on adjacent land uses.

Compatibility of Uses

4.2.2 The expansion of existing commercial, industrial, multiple residential, institutional and recreational uses and establishment of new uses will be encouraged in accordance with policies relating to the compatibility in Section 4.10 (Compatibility of Uses) of this Plan.

Industry

4.2.3 Appropriate light industrial uses will be permitted in Mixed Use ~~A~~areas, such as, but not limited to, food processing, warehouses, manufacturing or assembly plants, laboratories, research facilities, professional and business service establishments and communications facilities or related uses.

Incentives

4.2.4 Council will in conjunction with the Region identify measures ~~Inducements~~ to encourage appropriate industries to locate in the Central Area, ~~will be explored with the Region through study by the Economic Development Department~~. Accordingly, ~~Such a~~ study ~~should~~ may be undertaken to consider similar actions by other cities, special legislation, promotion techniques, possible acquistion of property and re-use of existing buildings. (staff)

## 4.3 MIXED INDUSTRIAL/COMMERCIAL

In Mixed Industrial/Commercial areas, a variety of uses, except residential is permitted. Industries unsuitable for the Mixed Use areas may be more suitably accommodated in the Mixed Industrial/Commercial designation.

It is intended that existing development in Mixed Industrial/Commercial Areas remain where viable. In addition, new development should be compatible with surrounding uses and be considered with a view to the long-term goals of the Central Area Plan.

**Permitted Uses**

4.3.1 Within the areas designated Mixed Industrial/Commercial on Schedule A, uses permitted will be any of commercial, industrial, institutional and recreational, provided they will not have a negative impact on adjacent land uses, and be in keeping with ~~the~~ provisions ~~of~~ Subsection A.2.3 Policy 3 above, ~~the~~ uses identified in

**Additional Policies**

4.3.2 Notwithstanding ~~Section~~ 4.2.1, ~~the policies of~~ Policy ~~Section~~ 4.2.3 (Mixed Use) ~~of the Plan shall apply~~ will be permitted ~~to~~ in Mixed Industrial/Commercial areas. (staff)

**Waterfront Lands**

4.3.3 Lands within this designation and identified as Shipping and Navigation on Schedule A, should be primarily used for these purposes. However, when Shipping and Navigational use is no longer viable for these lands, they should be developed for Mixed Industrial/Commercial use.

## 4.4 NEIGHBOURHOOD RESIDENTIAL

The areas designated for Neighbourhood Residential are lands where the predominent use is and will continue to be housing. These existing residential neighbourhoods should be preserved and strengthened and only uses compatible with housing will be encouraged to remain or locate within these areas. Commercial, institutional and recreational uses of a scale and type which is appropriate to the needs of the Neighbourhood are encouraged. Conversions of residential buildings to limited Commercial uses will be permitted in order to preserve the residential character of an area.

A strong residential component close to the downtown is essential to:

- o maintain and enhance the downtown's economic and service functions;
- o reduce dependency on commuting and transportation facilities; and,
- o provide a market for the downtown's concentration of government, retail, institutional and service facilities.

Permitted Uses

4.4.1 The areas designated Neighbourhood Residential on Schedule A will be preserved as prime residential locations in accordance with subsection A.2.1 (staff) where residential development will be enhanced and protected through:

i) provision of ~~human and~~ community services;
ii) zoning protection;
iii) mitigation of traffic impacts;
iv) separation and buffering of incompatible use; and,
v) other appropriate measures.

4.4.2 Local Commercial uses will be permitted at a scale and type compatible with the residential uses.

Commercial

4.4.3 Notwithstanding the provisions of subsection A.2.2 (staff) limited conversions of residential structures to commercial use will be permitted, to allow for the preservation of residential attributes and the streetscape of an area. Commercial uses should be limited to professional offices such as doctors, accountants and lawyers in the existing buildings only. Commercial conversions should be evaluated on the following general basis:

i) the residential character of the surrounding area should be maintained;

ii) the conversion should have minimal impact on the surrounding area particularly in terms of traffic and parking;

iii) the proposal should be located near ~~by~~ other commercial, mixed use or high activity areas (e.g. arterial roads); ~~and,~~

iv) the building should maintain a residential component, and,

(social services) v) the proposal should not have any adverse effect on the supply of affordable housing in the area.

| | | |
|---|---|---|
| Variety of Housing | 4.4.4 | Within areas designated Neighbourhood Residential, a variety of housing types and tenures for all levels of income will be encouraged. Special emphasis will be given to suitable accommodation for families, the disabled, seniors and others in need. |
| Social Housing | 4.4.5 | Social housing which is well-designed, contains approprate amenities for its tenants, takes advantage of services and facilities existing in the area and is integrated into the community will be encouraged. |
| Traffic | 4.4.6 | In keeping with existing policy, through-traffic will not be routed through existing residential areas. |
| Rehabilitation | 4.4.7 | The rehabilitation of older or deteriorating housing will be encouraged whenever possible and desirable. |
| Preservation | 4.4.8 | Demolition control legislation will be used as a means to preserve viable dwelling units. |
| Infilling | 4.4.9 | Redevelopment in the form of rehabilitation and infilling of a scale and design which is compatible with existing development will be encouraged. |
| Low-rise, Medium-Density Development | 4.4.10 | Innovative low-rise, medium-density developments which are energy-efficient, respect existing views and vistas of the Bay and the Escarpment and are of a high architectural standard will be promoted and encouraged. In this regard, the scenic natural features of the Escarpment will be preserved and protected. (NEC) |
| Park/ Residential Development | 4.4.11 | Special areas will be set aside for integrated park and residential development designed to preserve and revive existing older neighbourhoods. These area will be identified in neighbourhood plans. (staff) |
| Community Facilities | 4.4.12 | The existing infrastructure of community facilities and services, such as schools, hospitals, day-care facilities, drop-in centres, neighbourhood stores, parks, etc., will be maintained, ~~improved~~ and augmented. |

## 4.5 PARKS

The areas designated Parks are lands to be used for Recreation and ancillary uses. Parks and open space are a vital part of the Central Area's attraction as a people place. Areas designated Parks serve to support and balance the other uses in the area, particularly residential.

At present, it is recognized that there is a great shortage of park space in the Central Area. Therefore, innovative methods of increasing the amount of park space in the Central Area should be considered, such as woonerfs which allow for the conversion of streets into park-like space.

The lands of the Escarpment and the Waterfront, two of Hamilton's best natural assets, should be properly utilized for park and recreational purposes to improve the quality of life and the City's image. The unique features of the Waterfront are dealt with in Section 4.6 (Waterfront Recreation).

Neighbourhood parks are intended to serve neighbourhood residents and should be of high quality and designed to meet the needs of the neighbourhood.

| | | |
|---|---|---|
| Use | 4.5.1 | The areas designated Parks on Schedule A are to be used for parks and open space of local and area-wide appeal in accordance with the provisions of subsection A.2.4 |
| Park Development | 4.5.2 | Parks and open space in the Central Area should be planned, acquired and developed to a high standard, as well as expanded and integrated with other land uses and activities. The areas designated Parks will receive high priority for development, improvement and expansion. (staff) |
| Park Categories | 4.5.3 | Parks in the Central Area will be ~~designated~~ categorized by use and function as Community, Neighbourhood, City-wide and Metropolitan Parks. |
| Preservation of Open Space | 4.5.4 | Parkland will be designated to reflect the need for parks and open space in the Central Area. Consideration should be given to ensure the preservation of existing open space. |
| Neighbourhood Plans | 4.5.5 | Parks and open space will be designated and defined in the review and preparation of Neighbourhood Plans. Innovative concepts such as woonerfs (play streets) ~~should~~ may be considered. |

## 4.6 WATERFRONT RECREATION

The Plan designates certain areas in the North End bordering the Hamilton Harbour to be used for primarily park and open space, limited commercial and other viable uses.

This area will balance the commercial development of the Downtown Core with recreation-oriented development. Uses, including selected commercial, should be developed to enhance the recreation function of the area and should be carefully integrated to allow for a high quality of development. The waterfront area should be planned, designed and developed to a high standard and acknowledged as a priority project within the City.

This area is of prime importance to the fulfillment of the objectives of the Central Area Plan. It will serve as an attraction for local residents and tourists. As such, areas designated Waterfront Recreation will be enhanced as an attractive places to view from land and water, as well as a pleasant place for canoeing, sailing and recreational pursuits. This is further provided for in Section 4.7 of the Plan.

Although a portion of this area is currently used by the Hamilton Harbour Commissioners for Shipping and Navigation purposes, it is the intent of this Plan that the lands be used for Waterfront Recreation as and when they are no longer required for Shipping and Navigation. (staff)

| | | |
|---|---|---|
| Permitted Uses | 4.6.1 | The areas designated Waterfront Recreation on Schedule A will be used primarily for park and open space purposes in accordance with subsection 4.2.4. Limited commercial and ancillary uses which are compatible will also be permitted so that the area evolves as an attraction and showpiece for the City and Region. |
| Waterfront Development | 4.6.2 | As a prime recreational area in the City, park and recreational development of the waterfront will be given high priority. |
| Design | 4.6.3 | Design and facilities in the waterfront area will take maximum advantage of the setting available and the benefits accruing to residents of the Central Area and City. Heights of buildings and facilities will respect views from the shoreline and adjacent areas. |
| Future Uses | 4.6.4 | Future land uses and activities in the waterfront area will be determined through consideration of the appropriate planning documents, such as the Waterfront Master Plan and approved Neighbourhood Plans. |
| Access to Waterfront | 4.6.5 | The waterfront area should be accessible from all areas of the City, particularly through strong, readily identifiable pedestrian and vehicular links to the Downtown Core. |

Links

4.6.6 Pedestrian links between the waterfront area and the downtown will be planned, designed and developed as a priority to maximize the mutual advantages of each area to the other.

4.6.7 The waterfront area will be linked to areas to the west by means of pedestrian and bicycle paths.

Waterfront Access

4.6.8 The provision of efficient, safe, easily identified access to the waterfront area and the actual shoreline from east, west and south will be a priority.

4.6.9 Waterfront access will be designed to minimize adverse impacts on the existing residential area.

Visual Access

4.6.10 The waterfront area will be visually accessible from as much of the surrounding area as possible.

Shipping and Navigation

4.6.11 Waterfront Recreation uses designated for Shipping and Navigation on Schedule A should be primarily used for these purposes. However, when Shipping and Navigational uses are no longer ~~viable for~~ required ~~these lands, they should be developed for Waterfront Recreation use.~~ by the Hamilton Harbour Commissioners these lands should be developed in accordance with the aforementioned policies for Waterfront Recreation uses. (staff)

## 4.7 GENERAL USES

~~Notwithstanding the provisions of subsection A.2.4 and A.2.6 certain~~ ~~This section outlines a number of~~ general uses ~~which are permitted throughout the Central Area in recreational~~ such as recreational and institutional uses will be permitted in the Central Area.

It is the intent that the Central Area should provide a concentration of cultural, entertainment and recreational activities which improve the quality of life for local residents, as well as attract residents from outside the City. (staff)

### 4.7.1 Institutional Uses

such as cultural facilities, health, welfare, educational religious and government activities

Existing institutional uses will be enhanced and maintained in the Central Area. In addition, new institutional uses will be encouraged to locate in the Central Area, in appropriate locations.

A strong base of institutional uses in the Central Area will help provide an attractive social environment, making the Central Area a more desirable place to live and visit.

| | | |
|---|---|---|
| Institutional Uses | 4.7.1.1 | The existing inventory of institutional uses will be maintained, promoted, linked and expanded when feasible, in order to stimulate development of other land uses and attract people to the area, particularly in non-working hours. |
| Locational Criteria | 4.7.1.2 | New institutional uses will be encouraged to locate on sites adjacent to other institutional or commercial uses to permit the sharing of parking and other facilities. The location of the institutional uses will take into consideration provisions for off-street parking, compatibility and access for the disabled, as required in Policy A.2.6.2 of the Hamilton Official Plan. |
| Schools | 4.7.1.3 | The use of school sites and other appropriate institutional facilities after hours as social, recreational and community centres will be encouraged. |
| | 4.7.1.4 | Compatible uses will be encouraged within existing schools, if this will enable the school to remain open. |
| | 4.7.1.5 | Where schools have been closed, a mechanism will be established between the School Boards, the City and other appropriate bodies to determine the best future use for the sites within the regulations of the Ministry of Education pertaining to closed schools. |

4.7.1.6 In order to recognize the cultural value of schools to the community, in the event of closure, alternative uses will be encouraged to allow for preservation of the existing building.

4.7.2 Community Services

Community and social services and facilities should be maintained and enhanced in the Central Area. Special consideration should be given to provide services for senior citizens, families and persons with special needs.

Social Services

4.7.2.1 Social service agencies, health and government services and recreational facilities will be encouraged to locate and expand in the Central Area, in appropriate locations. This will provide service to residents in the area and support a high level of employment.

Services for Seniors

4.7.2.2 In areas with large numbers of senior citizens, provision will be made for facilities, programs and policies to make the area more convenient and accessible, where feasible.

4.7.2.3 The location of a senior citizen centre in the Central Area is encouraged.

4.7.3 Recreational Uses

Recreational facilities and services should be increased in the Central Area. In particular, the attraction of the Bay and Escarpment as recreational resources should be enhanced (see policies regarding Park and Waterfront Recreation Uses). Due to the lack of space available for recreational use, innovative means of increasing space available for recreational use such as woonerfs should be considered.

Recreation Facilities

4.7.3.1 More recreation facilities and services should be provided in the Central Area.

Redevelopment

4.7.3.2 Where suitable, redevelopment and rehabilitation projects will incorporate recreational and leisure facilities within their structures or property.

Leisure Centre

4.7.3.3 Council will encourage the development of a multi-activity indoor recreation/leisure centre within the Central Area. The centre may include a leisure wave pool, multi-purpose gymnasium, indoor golf, bowling, etc.

4.7.4 Cultural Activities

Cultural programs and policies should be encouraged to provide a strong cultural and artistic element within the community. In addition, cultural activities should provide attractions for residents within the Central Area and beyond.

| | | |
|---|---|---|
| Cultural Activities | 4.7.4.1 | Council will encourage the establishment and enhancement of cultural activities in the Central Area. |
| Public Art | 4.7.4.2 | Council will encourage the provision of art in public places to enrich the environment in appropriate locations in the Central Area. |

4.7.5 Tourism/Economic Development

Tourism is becoming a major employment base in the City. The shopping, distribution and entertainment services of the Central Area is a major attraction of people into the Region. Tourist and convention facilities and services should be increased and enhanced in the Central Area for the benefit of existing businesses, and to create additional employment.

| | | |
|---|---|---|
| Tourism | 4.7.5.1 | Council promote the expansion of tourism facilities and attractions in the Central Area as a means of increasing employment. |
| Promotion | 4.7.5.2 | Tourism will be promoted in the context of developing the Region as tourist/convention destination. |
| Location | 4.7.5.3 | Tourist facilities and services, which would attract people to the City and the downtown area will be located in the Central Area to make use of the existing Central Area attributes and infrastructure, e.g., the Bay, Escarpment, views, Civic Square, etc. |
| Shopping Hours | 4.7.5.4 | Council will encourage the establishment of convenient shopping hours to encourage shopping activity and attract people into the Central Area. |
| Quality of Life | 4.7.5.5 | Council will examine opportunities for improving the quality of life of residents in the Central Area as a means of attracting new residents. |

## 4.8 MOVEMENT

An efficient comprehensive transportation and transit system is an essential to the Central Area. The system serves to integrate traffic with a desirable living and working environment.

This transportation system embraces car, bus, bicycle, rail, truck, pedestrian movement, as well as roads parking, loading and distribution points. This system should move people and goods into, out of, and within the Central Area with minimum disruption to the existing environment. In addition, the system is essential to the Central Area's role as the primary ~~of~~ Regional employment centre and the enhancement of its business and commercial functions. In this regard, public transit plays a positive role in the development of the Central Area. The transit system will focus in the Downtown Core to provide a degree of accessibility in efforts to reduce the need for private vehicles in the area. (H&R

Key improvements include:

- o reduction of "through" truck and commuter traffic within the core, and the interior of residential areas;
- o creation of a circumferential road system with special priority for Perimeter Road;
- o provision of a pedestrian circulation system in appropriate locations to link ~~and enhance~~ residential development to commercial, shopping, recreational facilities;
- o ~~continued~~ continuation of the development of an efficient, co-ordinated public transit system; and, (staff)
- o ~~addressing~~ resolution of environmental concerns associated the high volume of traffic in the Central Area.

An effective transportation system must achieve a proper mix of all forms of ~~transit~~ movement. As such, ~~traffic volumes~~ every effort should be ~~established as~~ made to minimize any adverse impacts on the overall environment of the Central Area and achieve an appropriate mixture of pedestrians and vehicles. (HAC)

Policies regarding movement apply throughout the Central Area. Further, the policies of Subsection B.3 also apply to the Area. (staff)

Efficient System 4.8.1 The operation and adjustments to the traffic system should be compatible with the safety and convenience of pedestrians, desired land uses, and other goals for the Central Area.

Roads 4.8.2 Roads and sidewalks should be properly maintained as part of the overall enhancement of the image and environment of the Central Area.

In order to alleviate traffic problems and reroute through vehicular traffic away from the downtown area consideration will be given to a new transport facility which would link Burlington Street West to Highway 403

Perimeter Road

4.8.3 Planning for a Perimeter Road should reflect the overall goals for the Central Area with special consideration given to resolving any potential problems arising from its impact on adjacent residential neighbourhoods, the waterfront, the environment and on traffic flow through the Downtown Core.

Through-Traffic Routes

4.8.4 A system of truck and through-traffic routes should be maintained and modified where conditions warrant.

Road Priorities

4.8.5 Any decision on the priority for new roads should take into account the importance of the Central Area in providing a high level of service to the whole Region, creating employment opportunities, energy efficiency, and improved environmental quality in terms of amenities and safety.

Diversion of Through-Traffic

4.8.6 In order to minimize disturbance and enhance the residential amenity, wherever feasible, through traffic will not be routed through residential areas.

Parking

4.8.7 To preserve and promote the economic health of the downtown core as the Regional economic centre, sufficient parking spaces should be available. Parking facilities should be improved, both by the City and privately. These spaces should be conveniently located and so operated ~~in such a manner to encourage use~~ for short term parking needs (HSR) for shopping, entertainment and business. As such, parking should be provided in accordance with the following provisions:

(i) parking, loading and docking facilities for new development will be encouraged. Preference should be given to multi-level parking structures directly by the proponent or in co-operation with other developers to support an increased employment and shopping population;

(ii) on-street parking will continue to be reviewed for maximum use of the spaces and compatibility with safety, movement and environment needs;

(iii) off-street parking lots will be encouraged in accordance with the policies of Section 4.9 (URBAN DESIGN); and

(iv) Major parking facilities should be arranged as to minimize through traffic and be encouraged to locate in Mixed Use areas.

| | | |
|---|---|---|
| Pedestrian Movement | 4.8.8 | Council will encourage improvements to pedestrian circulation and an expanded pedestrian network in order to enhance attractiveness of the downtown core. |
| Vehicle/ Pedestrian Interface | 4.8.9 | Wherever feasible, vehicular and pedestrian traffic will be separated. |
| Pedestrian Access | 4.8.10 | Improved pedestrian access should be encouraged in the downtown core for the elderly, small children and the disabled. |
| Pedestrian Links | 4.8.11 | Pedestrian walkways will be encouraged to form a continuous green space corridor linking the Escarpment to the Bay. These links will provide access to parks, residential areas, the Downtown and other pedestrian destinations in the City. |
| Bicycle Routes | 4.8.12 | The safe, convenient use of bicycles in a way that minimizes conflicts with pedestrians and vehicles will be encouraged, through the provision of bicycle routes throughout the Central Area. |
| | 4.8.13 | A bicycle path system, similar to pedestrian links, will be encouraged to link the Escarpment and the Bay and provide access to parks, residential areas, the Downtown and other destinations in the City. |
| Public Transit | 4.8.14 | All forms of public transit should contribute to a convenient and coordinated system of transportation within the City. Accordingly, the downtown urban transit bus mall will be improved, as required to ensure downtown's role as the primary local point of transit service and thereby provide access to employment, commercial and cultural activity in the Area. (HSR) |
| Multi-modal Transportation Terminal | 4.8.15 | A multi-modal transportation terminal should be provided in an appropriate location in the Central Area. |
| Rail Service | 4.8.16 | Existing commuter (GO Train) inter-city passenger rail services linking Hamilton, and all other centres should be maintained and improved. |
| Bus Services | 4.8.17 | The bus service between Hamilton and Toronto and Hamilton and surrounding communities within and beyond the Hamilton-Wentworth Region should be maintained and improved. |

| | | |
|---|---|---|
| Transit Links in the City | 4.8.18 | For the convenience of users, innovative methods will continue to be encouraged in order to improve the efficiency of public transit linking the downtown core and other areas of the City and beyond. |
| Air Service | 4.8.19 | The use of Hamilton Airport should be encouraged as a stimulant to the economic well-being of the Central Area. |

## 4.9 URBAN DESIGN

It is intended that the character and role of the Central Area will be enriched through urban design principles in accordance with sections 5 to 8 which will ensure an attractive environment for the benefit of existing and future residents, as well as strengthen the economy. (staff)

Urban design is concerned with the visual and functional interrelationship of buildings and spaces. Urban design principles address the need for preservation and enhancement of the built environment and especially of areas and buildings of historic and architectural significance while still encouraging and providing for high quality design of new development. As such, policies relating to Urban Design will apply throughout the Central Area and address:

- the enrichment and expansion of the character of the Central Area through a high level of design standards;
- the preservation of existing buildings and areas of historic and architectural significance;
- the preservation and development of attractive and compatible streetscapes; and,
- the provision of safety, security and energy conservation measures in new development.

### 4.9.1 Design of the Central Area

It is through a high quality of design that the Central Area can be made a more attractive place to live and work, as well as stimulate and attract additional high quality development.

| | | |
|---|---|---|
| Design Excellence | 4.9.1.1 | Design excellence will be required to create an attractive and cohesive environment throughout the Central Area. |
| Building Design | 4.9.1.2 | Innovative building designs and layouts will be encouraged, particularly if they involve integration of different land uses. |
| Views and Vistas | 4.9.1.3 | Council will encourage building design which preserves important vistas of the Escarpment, the Bay, and significant architectural features. |
| Weather Mitigation | 4.9.1.4 | The design and siting of new buildings will take into account how the new structure and surrounding buildings modify the effects of wind, rain, snow, sun, heat and cold. Efforts will be made to mitigate the effects of adverse weather conditions, particularly on pedestrians. |

| | | |
|---|---|---|
| Human-Scale Design | 4.9.1.5 | Council will encourage building design which takes account of the human scale and human interaction through consideration of such factors as height, mass, exterior design, access and amenity. |
| | 4.9.1.6 | Council will encourage any new buildings in the vicinity of heritage buildings and areas to be compatible in terms of scale, height and proportions with development in the surrounding area. |
| Setbacks | 4.9.1.7 | Council will encourage appropriate building setbacks taking into consideration existing setbacks and development of setback areas for pedestrians. |
| Prominent Sites | 4.9.1.8 | The design of development in key locations in the Central Area should be given particular design attention, (e.g. lands adjacent to York Road (staff)) |
| Gore Park | 4.9.1.9 | The area surrounding Gore Park should be given special design attention in order to maintain the sense of enclosure already present and reflect and enhance its human scale. |
| Links | 4.9.1.10 | The design of commercial, institutional and recreation nodes in the Central Area should take into consideration attractive streetscaping and pedestrian movement considering the needs of existing and future uses. |
| Density of Development | 4.9.1.11 | New development in the form of a variety of densities and heights will be encouraged. However, high-rise development will be discouraged in predominently low-rise residential areas. |
| Waterfront Development | 4.9.1.12 | The design of waterfront development should be compatible with the natural environment and with the adjacent neighbourhood. |
| Site Plan Control | 4.9.1.13 | Site plan control will be applied throughout the Central Area for all developments, except one and two-family dwellings. |
| Commercial Buildings | 4.9.1.14 | Parking for ~~Ribbon~~ Extended Commercial development will be located to the rear of the property. Adequate buffering for residential uses adjacent to these parking areas will be required. (staff) |

| | | |
|---|---|---|
| Safety, Security and Energy Efficiency | 4.9.1.15 | The integration of safety, crime prevention and energy conservation measures will be encouraged in new development and redevelopment. Therefore, Council will encourage: in accordance with subsection C.2 and C.8 (staff) |
| | | (i) safety features for new development, as determined through special study; |
| | | (ii) crime prevention design features to be incorporated into existing and new developments, such as special lighting, access and openness to public view; and, |
| | | (iii) energy-efficient construction, heating, insulation, cooling and ventilation systems, layout and design and any other relevant energy-saving techniques to be incorporated in all buildings. |

4.9.2 Building Preservation

In accordance with subsection C.6 (staff)

b) Buildings and areas of historical architectural and contextual significance should be preserved and protected from demolition.

| | | |
|---|---|---|
| Conservation Heritage | 4.9.2.1 | Buildings and districts which contribute to the significance of the Central Area will be conserved and enhanced. |
| Heritage Buildings and Districts | 4.9.2.2 | Buildings and districts of architectural and historic value will be identified and ranked by LACAC and protected and enhanced through designation under the Ontario Heritage Act. |
| Conservation Policies | 4.9.2.3 | Conservation policies such as heritage district designations will be encouraged. City Council will authorize heritage district studies and other relevant studies. |
| | 4.9.2.4 | LACAC will make recommendations on maintaining and enhancing conservation policies, controls and incentives for heritage buildings and districts. Appropriate incentives may include grants, loans and tax breaks, if possible. |
| Special Attention | 4.9.2.5 | Special attention will be given to districts of architecturally and historically important buildings, ~~such as~~ by means of heritage conservation awards. (staff) |

| | | |
|---|---|---|
| Standards | 4.9.2.6 | Standards and policies which conflict or appear to conflict with desirable building preservation will be reviewed and recommendations will be made for modifications in order to encourage preservation. |
| Zoning | 4.9.2.7 | The Zoning By-law may be used to encourage retention of buildings where appropriate by raising standards for conversions, through such ~~moves~~ measures as permitting additional uses in existing structures. |
| Other Mechanisms | 4.9.2.8 | Other mechanisms, such as site plan control and demolition control ~~and transfer of development rights,~~ will be used in negotiation for securing future life for heritage buildings and districts. In addition, transfer of development rights may be used in approving specific proposals. (staff) |
| | 4.9.2.9 | Adaptive reuse and integration of old and new buildings will be encouraged as an alternative to demolition. |
| Demolitions | 4.9.2.10 | Prior to demolition Council will consider:<br>i) the architectural, historical and contextual importance of the existing building; and<br>ii) the contribution of the replacement building to the surrounding built environment. |
| | 4.9.2.11 | Council will encourage efforts to preserve any valuable architectural features when demolition of a heritage building is anticipated. |

4.9.3 Streetscape

The high level of quality should be provided for streetscapes in the Central Area. Attractive and compatible streetscapes should be maintained and preserved.

| | | |
|---|---|---|
| Streetscape Design | 4.9.3.1 | Throughout the Central Area Council will establish and follow high quality standards for the streetscape through provision and coordination of appropriate paving material, street furniture, bus shelters (HSR) lighting, kiosks and booths, fountains, trees, other plant materials, and sidewalk activities provided normal pedestrian use is not impeded. |
| Signs | 4.9.3.2 | Outdoor advertising and signs will be coordinated and designed to complement the streetscape. |

| | | |
|---|---|---|
| Facades | 4.9.3.3 | The integration of building facades and sidewalk areas will be encouraged to enhance and create an attractive sidewalk atmosphere. |
| Cleanliness | 4.9.3.4 | Council will ensure that the Central Area and Downtown Core, in particular, present a clean orderly appearance. |
| Parking Lots | 4.9.3.5 | Wherever feasible, parking lots will be buffered and/or landscaped, so as not to adversely intrude upon the public view while maintaining safety standards. |
| Vacant Properties | 4.9.3.6 | Council will encourage the appropriate design and maintenance of vacant properties. |
| Outdoor Art | 4.9.3.7 | Council will encourage the introduction of outdoor public art, including sculptures and murals, as elements of the streetscape. |
| Relocation of Railroad Tracks | 4.9.3.8 | Council will encourage the relocation or removal of railway tracks which do not require a Central Area location. The future of these lands will be subject to special study. |

## 4.10 COMPATIBILITY OF USES

With the mix of uses permitted in the Central Area, efforts will be made to ensure compatibility. The policies of this section ensure that the expansion or development of new commercial, industrial, multiple-residential, institutional and recreational uses will not adversely affect existing development throughout the Central Area. Special attention will be given to the provision of buffering and screening for industrial uses.

**Performance Standards**

4.10.1 Expansion of existing commercial, industrial, multiple-residential and institutional/ recreational uses and establishment of new such uses in the areas which permit a mix of uses will be encouraged in accordance with appropriate performance standards.

Council will apply these performance standards in the consideration of zoning and site plan applications through review by appropriate agencies such as the Ministry of the Environment. These performances standards may take into consideraton factors such as, but shall not be limited to:

(i) noise levels;
(ii) site planning;
(iii) acoustical barriers;
(iv) architecutral design;
(v) construction;
(vi) air pollution;
(vii) water pollution;
(viii) effect on visible residential frontage;
(ix) traffic generation;
(x) parking requirments;
(xi) external appearance, as addressed by Site Plan Control; and,
(xii) servicing requirements.

**Existing Industries**

4.10.2 Existing industries which are compatible with adjacent land uses or can be made compatible through appropriate buffering or other techniques will be encouraged to remain in their location and will be so recognized in the Zoning By-law. Particular attention will be paid to the screening of outside storage facilities from surrounding uses.

**New Industrial Development**

4.10.3 Wherever feasible, industrial development will be sited in such a way as to provide its own buffer with adjacent land uses through the form and placement of buildings and built-in design features.

**Pollution Controls**

4.10.4 The appropriate authorities will be encouraged to continue and augment their programs to reduce air, noise and water pollution.

Environment

4.10.5 Council will continue to examine, encourage and and implement policies and regulations to improve the physical environment for those who live and work in the Central Area.

## 4.11 IMPLEMENTATION

Strong public participation will be an essential component in implementing the policies in this Plan. Public participation is the ongoing involvement of residents and business people in the decisions which affect their lifestyle, quality of life, property values, health of their businesses and enjoyment of their surroundings. Public participation is a recognized as citizens' rights and is an important part of the planning process.

The implementation of this plan should provide for the following public participation principles and be in accordance with the provisions of Section D.9.4 staff

(i) information will be disseminated to the public in a clear, concise manner designed to achieve a broad understanding of the policies and programs and their impacts;

(ii) the City will actively seek opinions, attitudes and advice of individuals, community and special interest groups regarding policies, programs and studies, as well as contemplated or impending changes to existing policies and programs; and,

(iii) reporting mechanisms will be in place which will provide Council with complete and unbiased results of this consultation.

Regular review and updating of recommended policies and actions is critical to the success of this Plan. Monitoring should be detailed and systematic and cover all aspects of an area or issue. Statistical data should be complemented by subjective data provided by those involved in, or affected by, policies and resulting actions.

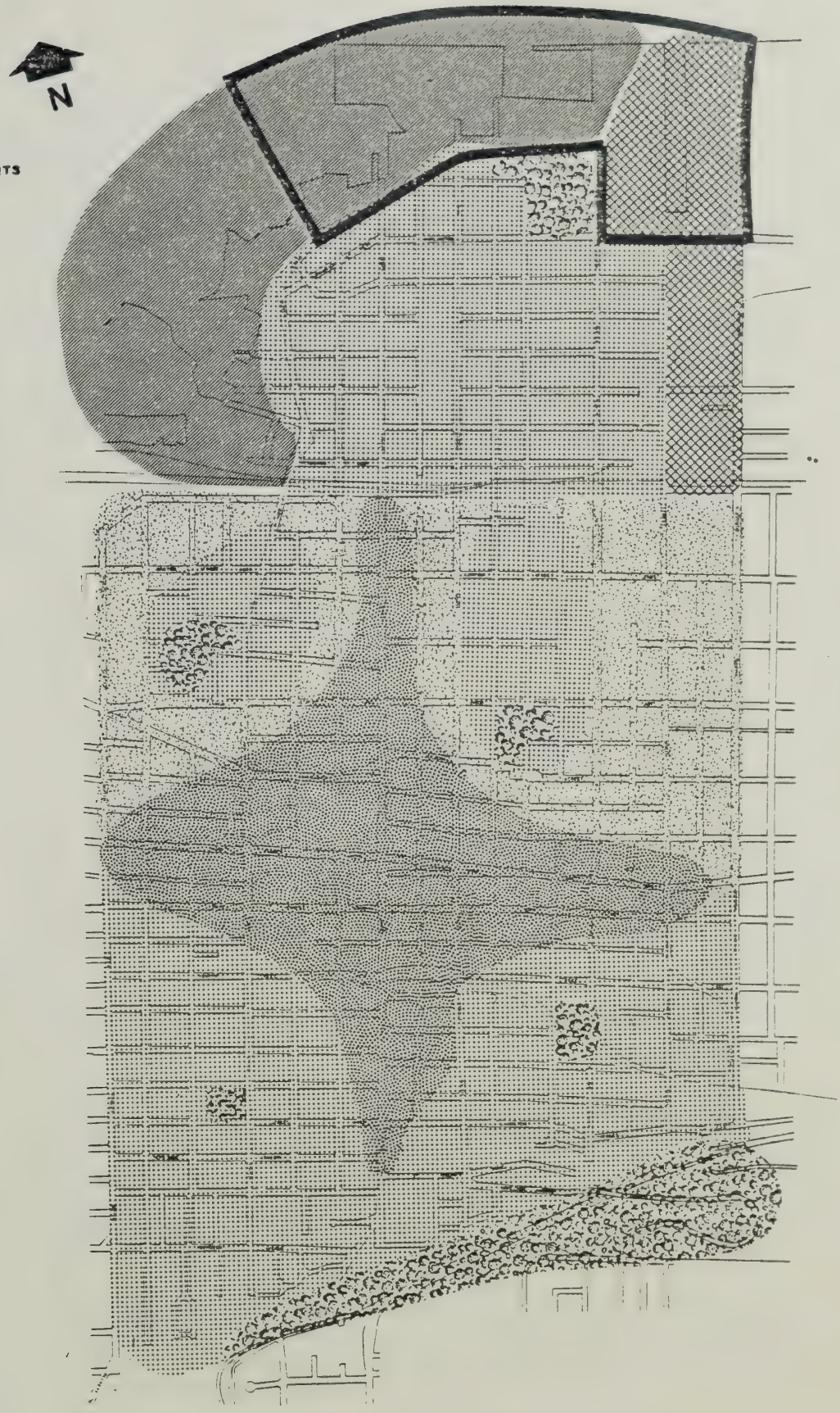
It is critical that a Central Area Plan Implementation Committee is involved in the monitoring/updating process on an ongoing basis and in the review of studies and evaluation of study recommendations.

The Central Area has been identified as the commercial, institutional, government and cultural centre of the Region. In addition, the area has a large concentration of people and is a major base of employment. Therefore, the Central Area should receive a high level of service, maintenance and public development and improvement initiatives.

| | | |
|---|---|---|
| CAPIC | 4.11.1 | Council will ensure that a Central Area Plan Implementation Committee oversee and direct a Central Area Plan Implementation strategy. |
| Priority of Central Area | 4.11.2 | As a Regional Centre, the Central Area should receive a priority in terms of public expenditures, service and maintenance. |
| Neighbourhood Plans | 4.11.3 | In accordance with Section D.2.1 of the Official Plan, it is intended that the Central Area Plan be further implemented through the review and revision of the existing Neighbourhood Plans in the Central Area. |
| Niagara Escarpment | 4.11.4 | Certain portions ~~area~~ along the southern edge of the Central Area are under Development Control regulations of the Niagara Escarpment Commission. Prior to any development or redevelopment in these areas the issuance of a development permit will be required from the Commission |

Map Interpretation

4.11.4 The boundaries between the classes of land use designated on Schedule "A" are only intended to be general and not to define the exact limits of any land use or policy. It is intended, therefore, that minor adjustments may be made in respect of these boundaries in the Zoning By-law without the necessity of further amending this Official Plan,so long as such By-laws conform to the general intent and purpose of this Plan.




## CENTRAL AREA LAND USE STRATEGY 2001

**LEGEND**

- Downtown Core
- Mixed Use
- Mixed Industrial/Commercial
- Waterfront Recreation
- Neighbourhood Residential
- Parks
- Shipping & Navigation

## APPENDICES

A. GLOSSARY Page 36

B. MAPS Page 40

APPENDIX A

GLOSSARY

This section is intended to provide general explanations of terms used in the text.

| | |
|---|---|
| Buffering | The treatment of property boundaries or building edges to mitigate their effects on adjacent lands or buildings or vice versa. Buffering is usually comprised of earth berms, landscaping, rows of trees, fences or other similar measures. |
| BIA | Business Improvement Area |
| Circumferential Road System | A road system which avoids the downtown core of the Central Area. |
| Commercial | Land use or activity related to the buying and selling of goods and services. Commercial land use includes retail and office uses. |
| Community Services | Programs, agencies or facilities which serve residents. Community or Social Services often address the special needs of various population groups such as seniors, low-income families and the disabled. |
| Commuter | A person who is employed in one municipality and resides in another and who regularly travels between the two. |
| Compatible Land Use | Land uses which have little or no adverse impacts on each other. |
| Development | The expansion, construction, rehabilitation and/or new use of buildings or properties. |
| Downtown | The area bounded by Wilson/York, Wellington, Jackson and Bay and includes portions of James Street North and South. The area is also defined on Schedule A. The area is also referred to as the Downtown Core. This is generally the same area as the Central Business District (CBD) of the City, however, the precise boundaries of the CBD will be determined in a separate study. |
| Environment | The physical, social and economic nature of an area. In the Central Area Plan the term "environment" is used both in its most broad form and in a more specific form, e.g. the physical environment. |
| High-rise Development | Development resulting in buildings generally higher than six storeys, depending on context. |

| | |
|---|---|
| Infilling | The building on or development of vacant space between existing buildings or developments. The space is generally equivalent in size to adjoining properties on either side but may be as small as one building lot between two large buildings. |
| Institutional | Land use or activity related to cultural, entertainment, religious, educational, governmental or recreational functions. Institutional uses generally operate on a non-profit basis as a service to the community. Examples in the Central Area include schools, churches, hospitals, recreational centres, theatres, Hamilton Place, the Art Gallery, and the Convention Centre. |
| Social Housing | Housing funded by various levels of government which is integrated with other types of housing so that a mix of income groups results. Example are Municipal Non-Profit Housing and Co-operative Housing. |
| LACAC | Local Architectural Conservation Advisory Committee. Its function is to advise the City Council on matters concerning the preservation of buildings and districts of architectural and historical significance. |
| Links | Pedestrian or bicycle paths that link the Escarpment and Bay with parks, commercial roads and other destinations. The type of link will vary, depending on location, but could include existing sidewalks, rights-of-way, alleyways and open spaces. |
| Low-Rise Medium Density Development | Development resulting in buildings generally not higher than six storeys in height. |
| Market Area | An economic and service area which extends beyond the Hamilton-Wentworth boundary and of which the Central Area is defined as a "regional" centre. The market area may vary depending upon the type service considered, e.g. retail, consumer, business, transportation, public sector services. However it generally includes Hamilton-Wentworth, Niagara, Haldimand-Norfolk and Halton Regions and Brant County. |
| Multi-modal Transportation Terminal | A facility incorporating most or all the usual forms of transportation such as train, bus, rapid transit, and air connections. The intention is to combine such uses in one building to facilitate transfers and coordinate drop-off and pick-up of passengers. |

**Parks** — the Official Plan outlines the following hierarchy of parks:

| PARKLAND HIERARCHY | PARKLAND OBJECTIVES PER 1,000 POPULATION SERVED (HECTARES) | SERVICE RADIUS OBJECTIVE (KILOMETRES) |
|---|---|---|
| Neighbourhood Park | Not less than .5 | Not more than .8 |
| Community Park | Not less than .5 | Not more than 1.6 |
| City-wide Park | Not less than 1.9 | No maximum |
| Metropolitan | No minimum | |
| | Total 2.9+ | |

**Performance Standards** — established physical and environmental measures used to evaluate the appropriateness of development during the zoning and site plan approval process.

~~**Perimeter Road** — an industrial perimeter road linking Burlington Street to Hwy. 403.~~ (SPRC)

**Public Participation** — the opportunity for the general public to become involved in the decision making process. In a planning context public participation allows individual residents to be involved in the identification, evaluation and recommendation of planning options through Advisory Committees, public meetings, and written submissions.

**Recreation Facilities** — buildings or centres where the primary use is leisure or recreational activities such as sports, crafts, amusements or relaxation.

**Residential Neighbourhoods** — areas of the City where the primary land use is associated with living, with housing of all types from single-family dwellings to apartment units. Examples in the Central Area include Durand, Corktown, Beasley, Central and the North End.

**Site Plan Control** — development control over site design features of a development, including grading, landscaping, access, parking lot layout, building design and overall site design. Site Plan control is authorized under Section 40 of the Planning Act.

**Ribbon Commercial** — a category of commercial use which is generally located in ribbon fashion along major roads, with individual accesses and maximum exposure to the street and has parking in front of the building.

**Tenure** — the form of ownership or occupancy of a building or property, e.g. condominium, freehold, rental or co-operative.

| | |
|---|---|
| Tourist Facilities and Services | Uses and activities dependent upon, catering to, attracting the non-resident public and persons visiting the area for a short-term stay. |
| Waterfront | that part of the Central Area between Queen and Victoria Avenue which fronts onto Hamilton Harbour. It includes publicly-owned land (the former Lax property), lands of the Hamilton Harbour Commission (Piers 8 and 10) and portions of residential lands within the North End East and West neighbourhoods. |
| Waterfront Master Plan | the land use and development concept for the Waterfront prepared by Coombs, Kirkland and Berridge, dated September, 1985. |
| Woonerf | Street design which allows pedestrians to use the street surface on equal terms with vehicles through type of paving, placing of vegetation and bollards, signs, speed limits, etc. |

APPENDIX B - MAPS

Map No.

A.1 Location of Hamilton

A.2 Central Area Locational Maps - Region

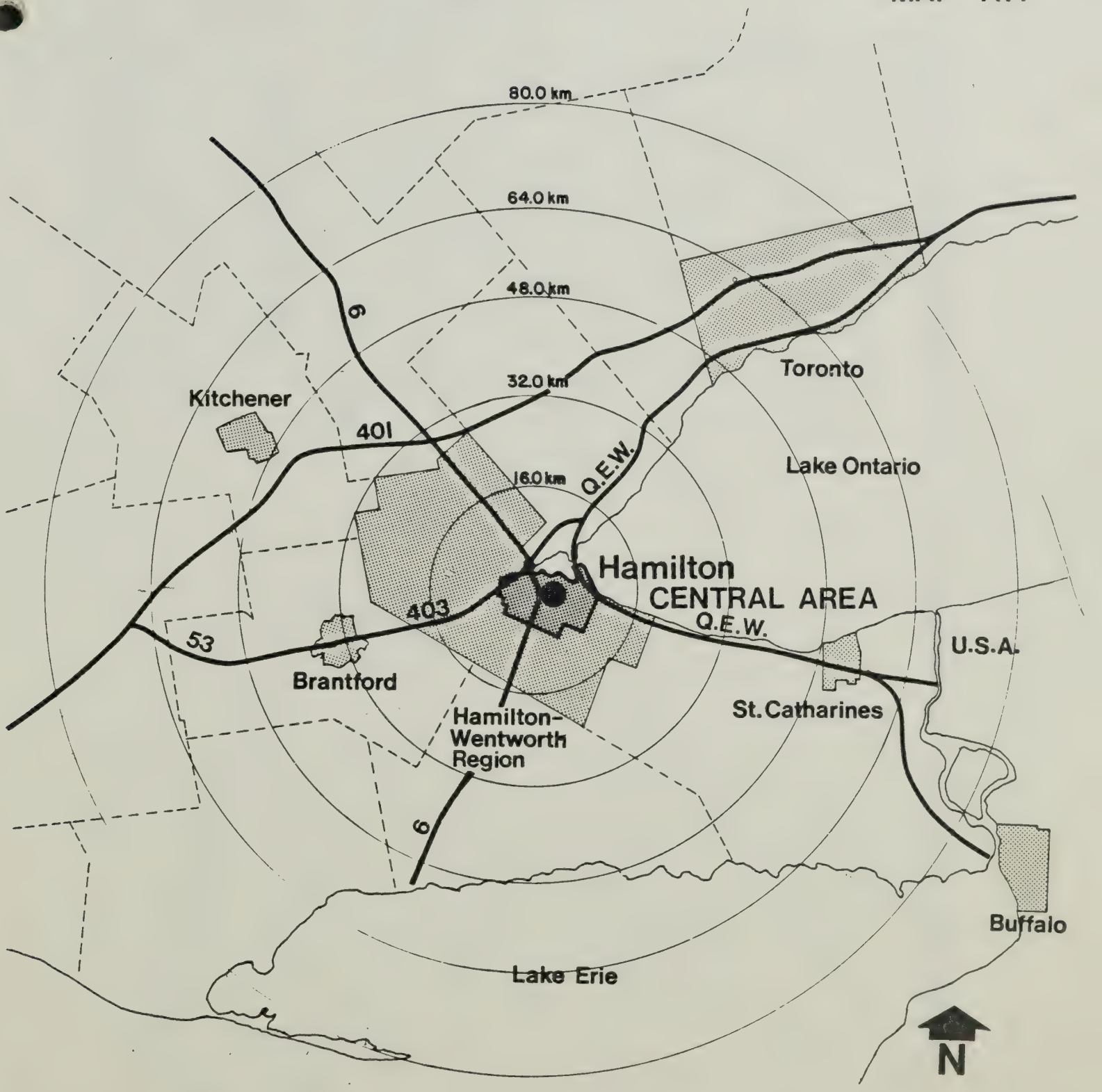
A.3 Central Area Location Maps - City

A.4 Street Pattern

Neighbourhood Maps

| | |
|---|---|
| North End East | - A.5.a Zoning<br>- A.5.b Neighbourhood Plan |
| North End West | - A.6.a Zoning<br>- A.6.b Neighbourhood Plan |
| Landsdale | - A.7.a Zoning<br>- A.7.b Neighbourhood Plan |
| Beasley | - A.8.a Zoning<br>- A.8.b Neighbourhood Plan |
| Central | - A.9.a Zoning<br>- A.9.b Neighbourhood Plan |
| Durand | - A.10.a Zoning<br>- A.10.b Neighbourhood Plan |
| Stinson | - A.11.a Zoning<br>- A.11.b Neighbourhood Plan |
| Corktown | - A.12.a Zoning<br>- A.12.b Neighbourhood Plan |

MAP A.1



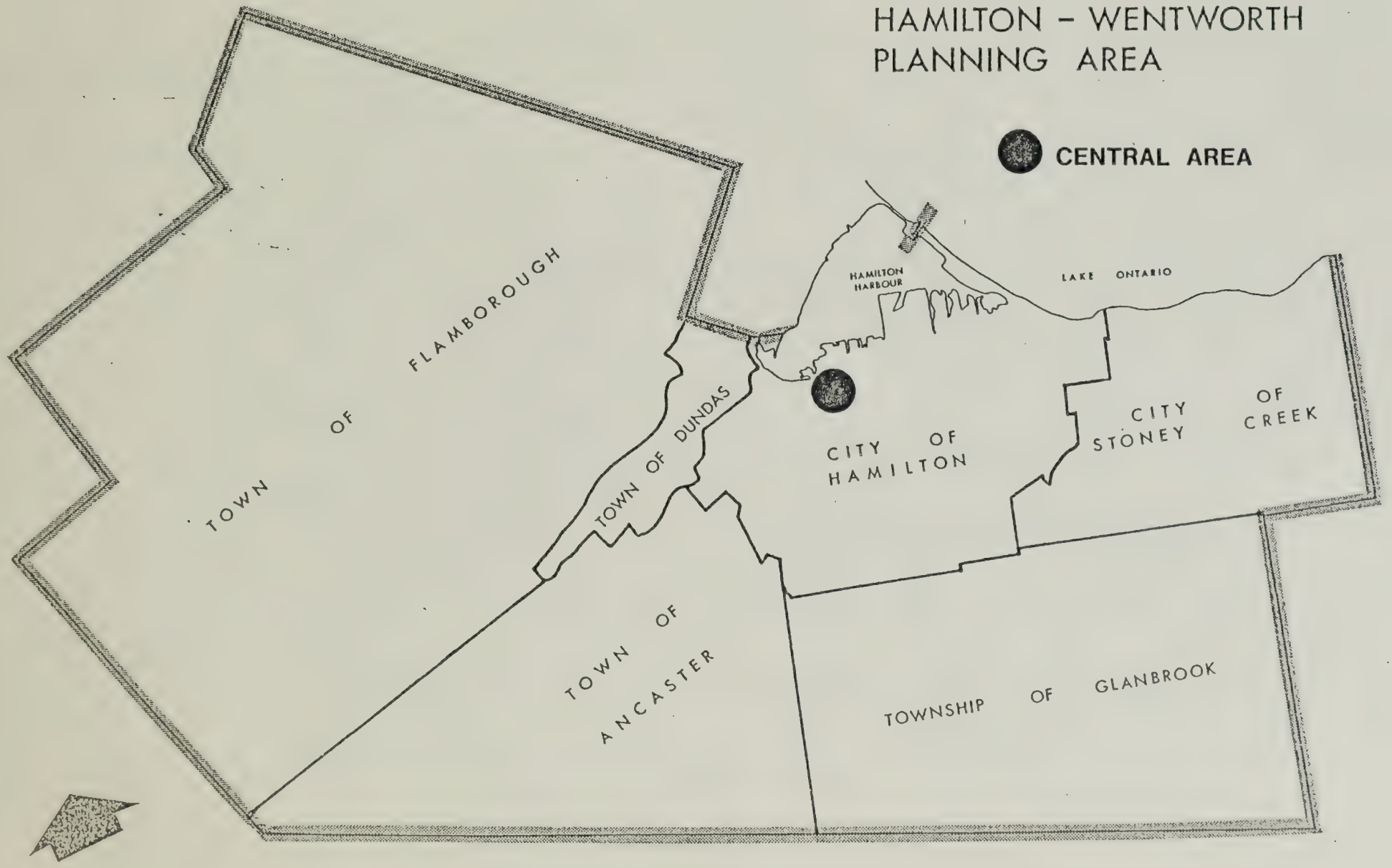

# Location of Hamilton

Km 10 0 10 20 Km

Source: Planning and Development Department
Hamilton-Wentworth Region

**MAP A.2**

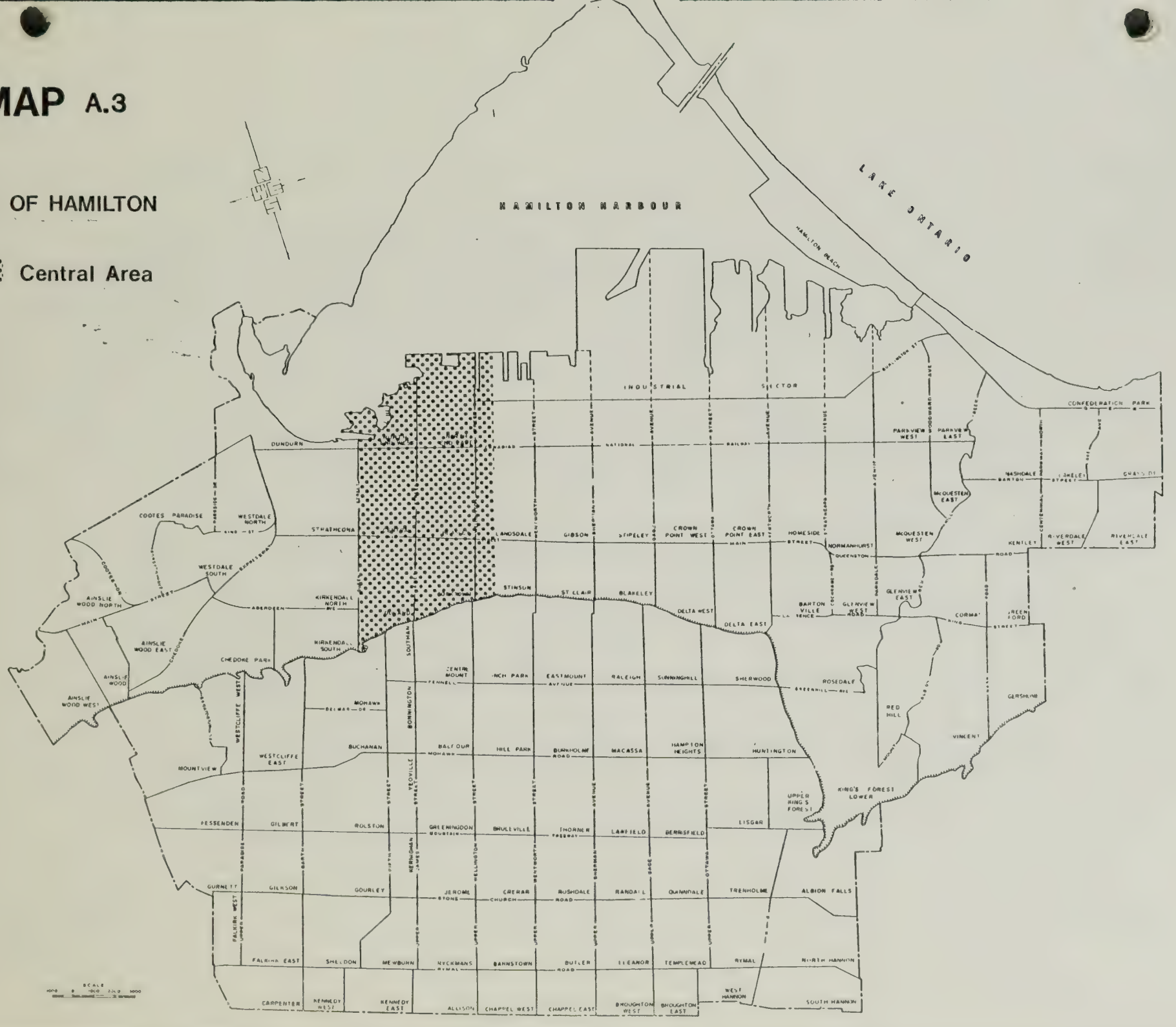
# REGIONAL MUNICIPALITY OF HAMILTON - WENTWORTH PLANNING AREA



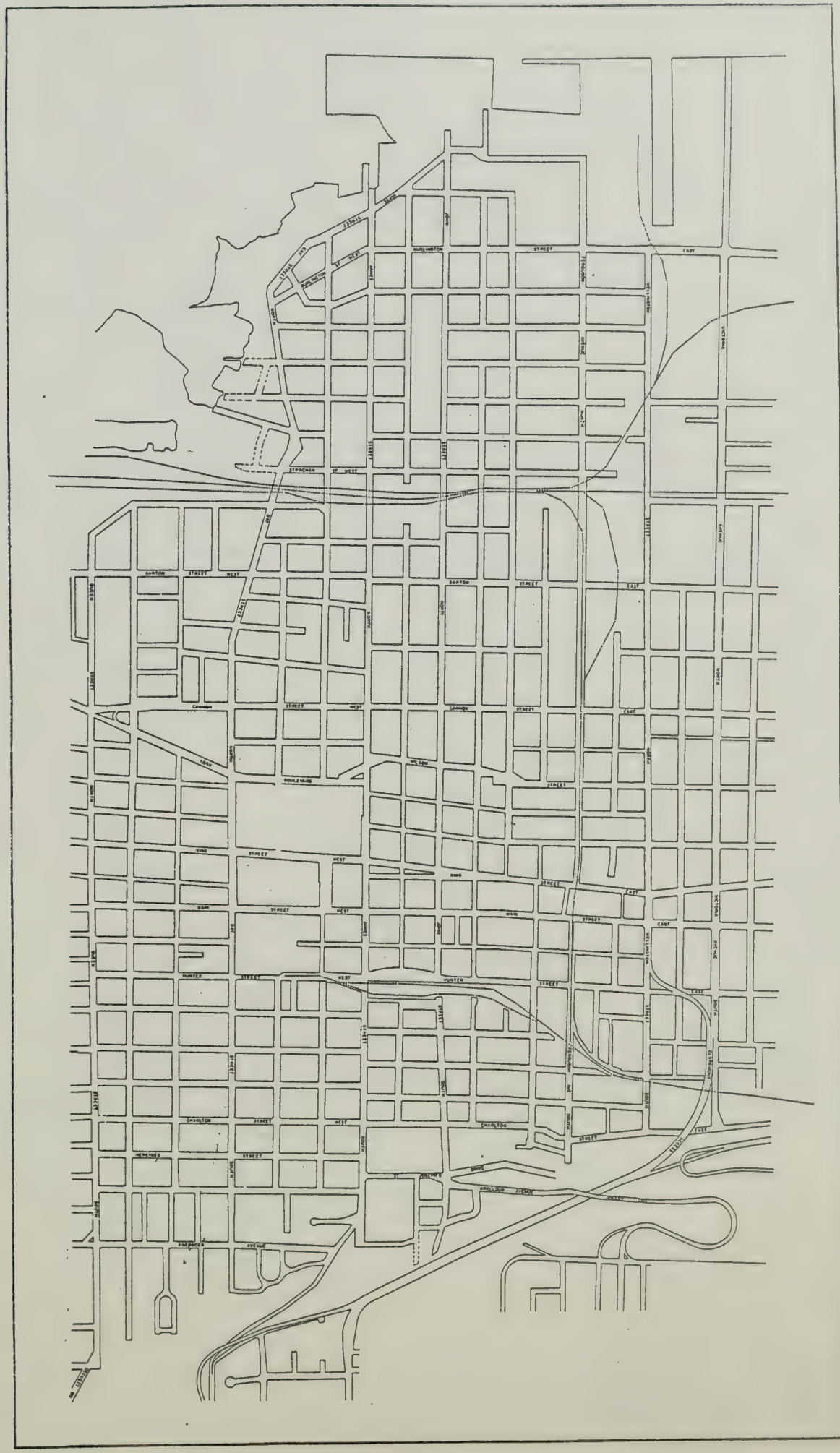
# MAP A.3

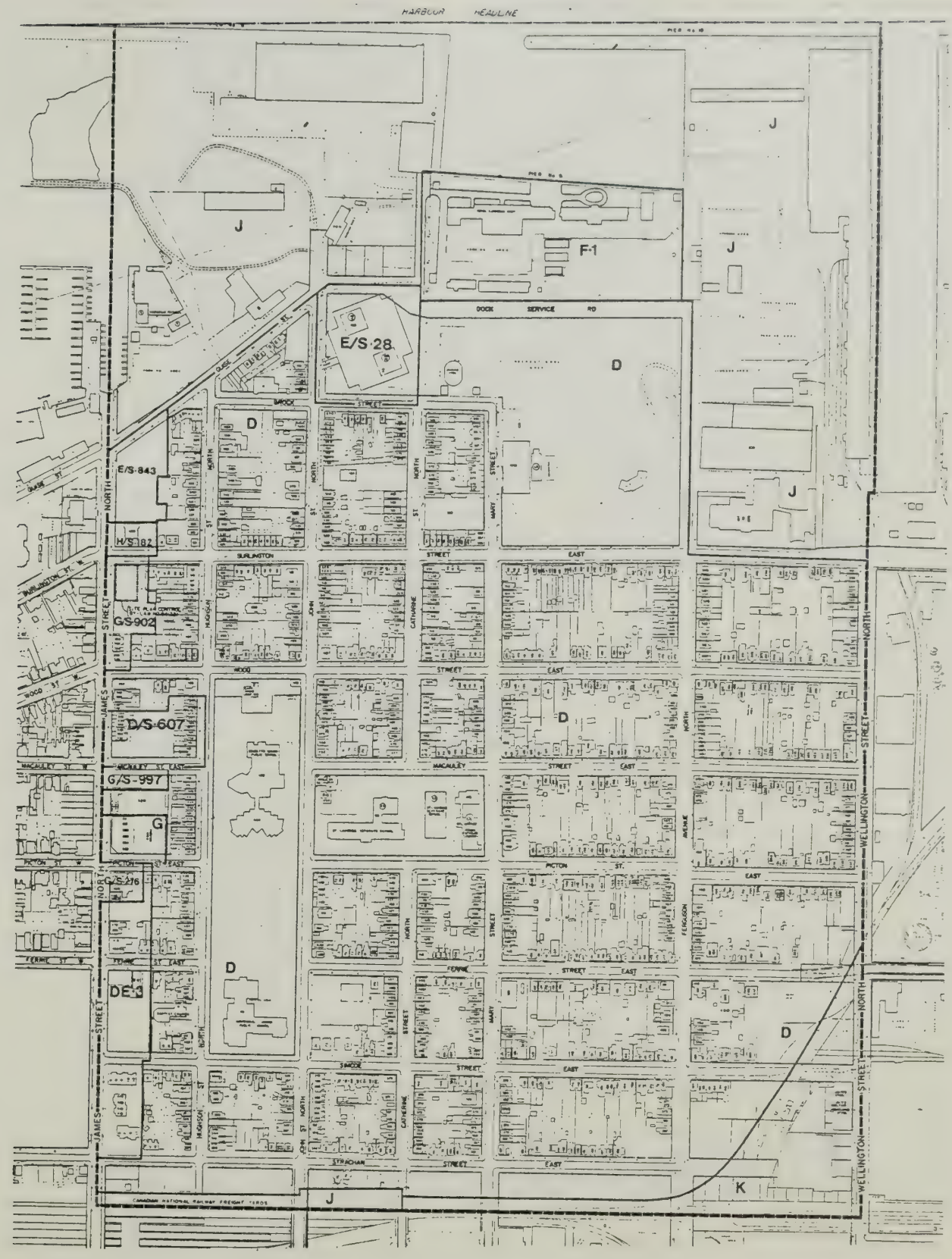
## CITY OF HAMILTON

Central Area



# MAP A.4 CENTRAL AREA STREET PATTERN

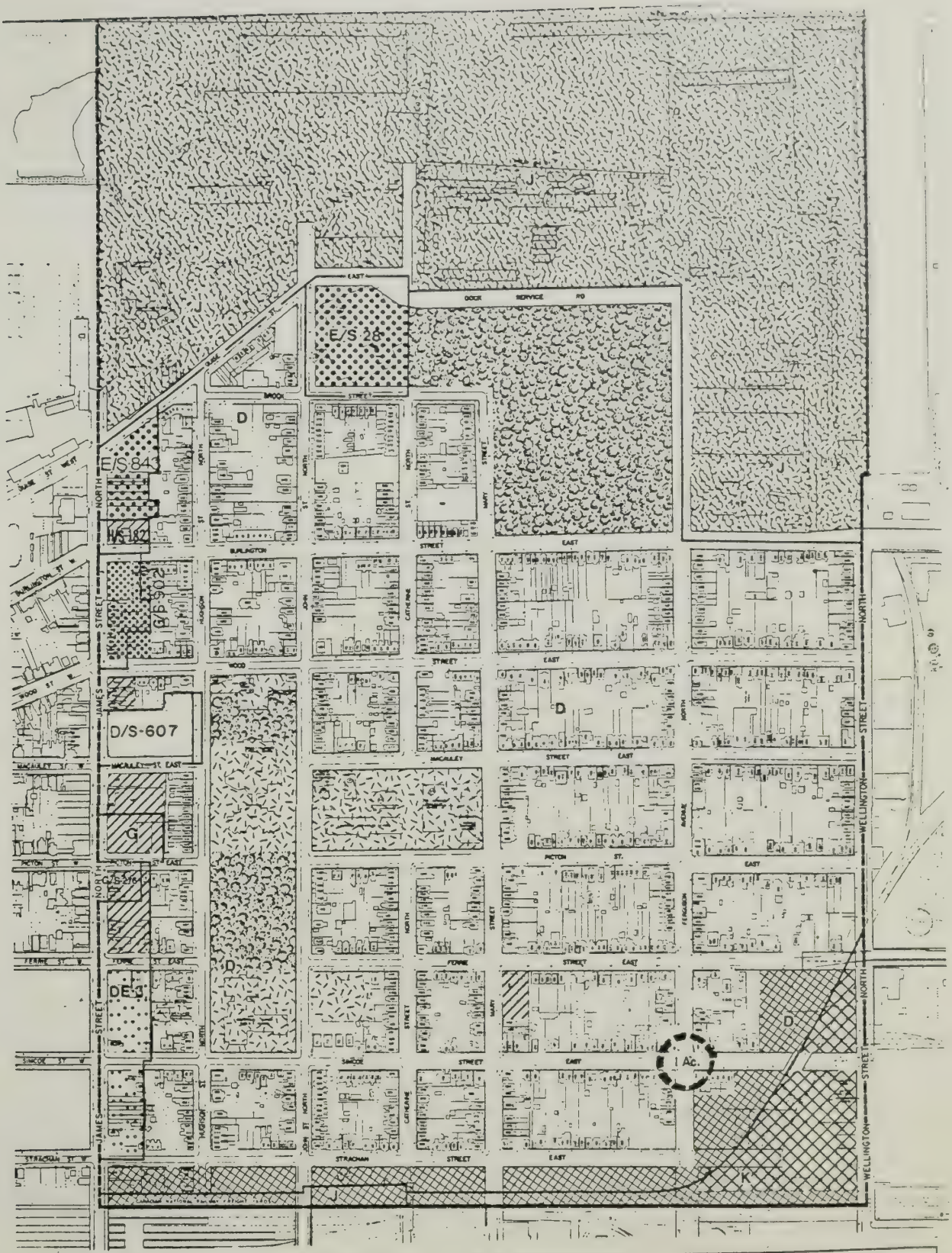





**A.5a**

| | |
|---|---|
| 107 106 69<br>21 10 95 | CITY OF HAMILTON<br>NORTH END EAST<br>ZONING |
| This is not a Legal Document<br>For Zoning Verification Please<br>Contact City Building Department | |
| Neighbourhood Boundary<br>Zoning Boundary | SCALE 0 100 m 80 m |
| Prepared for The City of Hamilton<br>by the Planning and Development Department<br>of The Regional Municipality of Hamilton-Wentworth | June 1985<br>6103 106 |

A.5b




NOTE: THIS IS A GUIDE PLAN ONLY AND IS SUBJECT TO CHANGE. FOR DETAILS CONTACT THE LOCAL PLANNING DIVISION OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH.

THIS AREA TO BE DEALT WITH IN A FUTURE OFFICIAL PLAN AMENDMENT PENDING DETERMINATION OF JURISDICTION.

1 Ac. PUBLIC PARK AREA TO BE PROVIDED IN THE VICINITY OF THIS SYMBOL, THE PARTICULAR LOCATION OF WHICH SHALL BE DETERMINED AT SUCH TIME AS FUNDS ARE AVAILABLE FOR ACQUISITION.

## LAND USE

**RESIDENTIAL**

- single & double
- attached housing
- low density apts.
- medium density apts.
- commercial & apts.
- COMMERCIAL
- INDUSTRIAL
- CIVIC & INSTITUTIONAL
- PARK & RECREATIONAL
- UTILITIES

- Neighbourhood Boundary
- Zoning Boundary
- Staging of Development Boundary

Approvals

Planning Bd. MAY 12/76 Council JULY 27/76

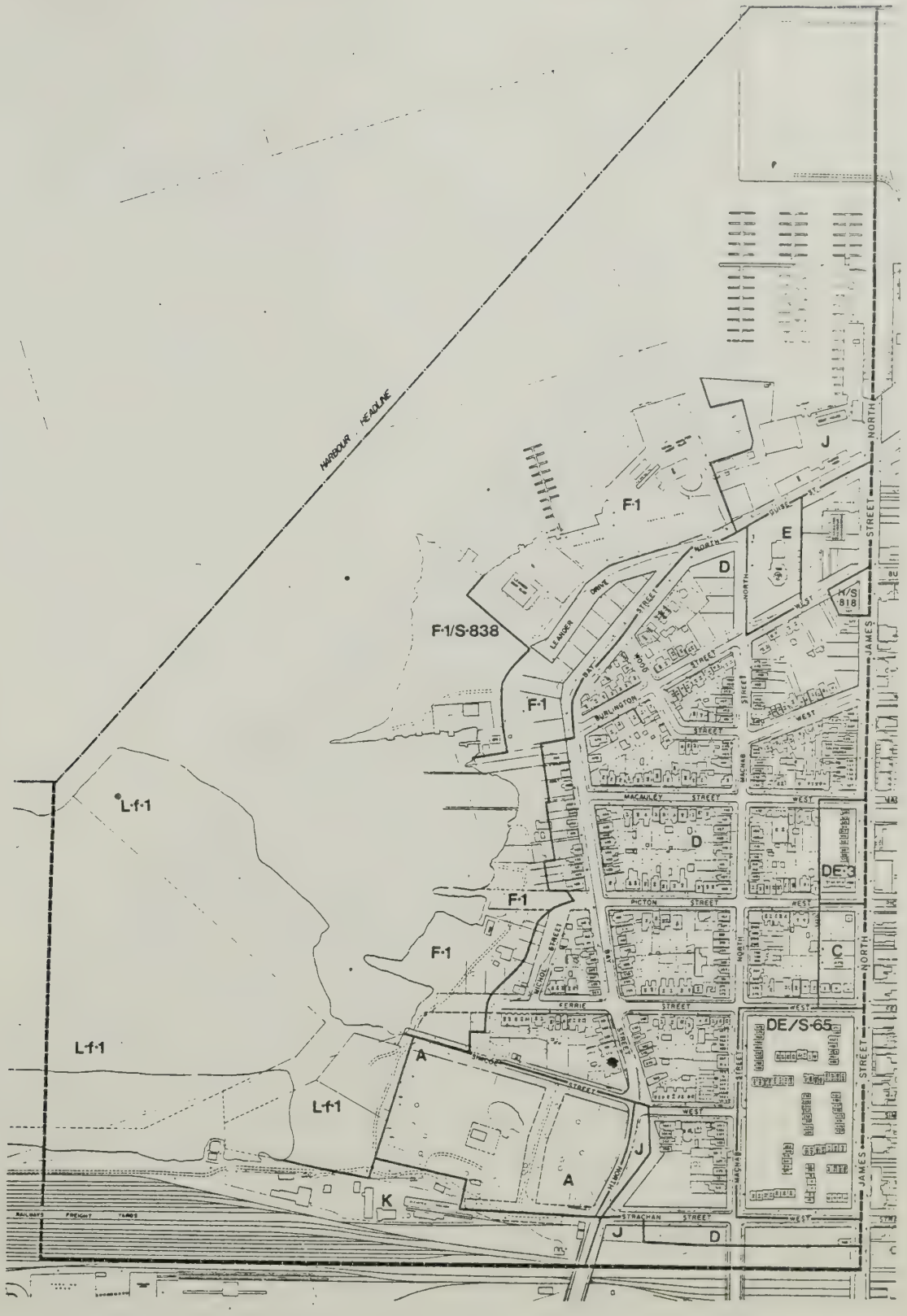
Revisions

| | | | |
|---|---|---|---|
| FEBRUARY 1971 | NOV 3 1973 | | |
| FEBRUARY 1972 | MAY 1976 | | |
| FEB 16 1973 | | | |
| MAY 10, 1973 | | | |
| APRIL 26, 1974 | | | |
| MAY 27 1975 | | | |

CITY OF HAMILTON
PLANNING DEPARTMENT

# NORTH END EAST
## APPROVED PLAN

NORTH




A.6a

| | | |
|---|---|---|
| 40 | 107 | 106 |
| 127 | 21 | 10 |

This is not a Legal Document
For Zoning Verification Please
Contact City Building Department.

CITY OF HAMILTON

NORTH END WEST

ZONING

Neighbourhood Boundary

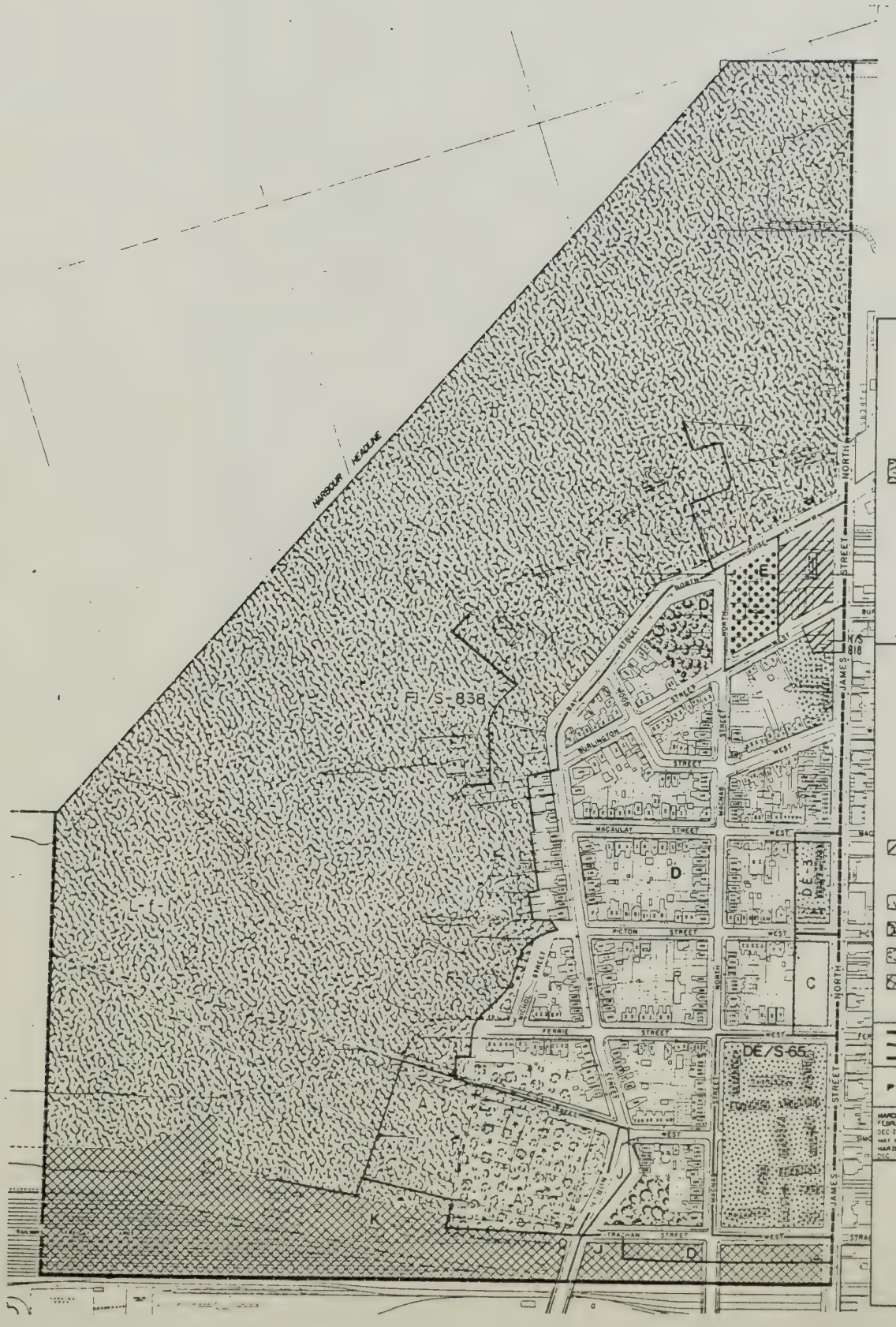
Zoning Boundary.

SCALE 0 100 m 50 m

Prepared for The City of Hamilton

June 1985

A.6b




NOTE:
THIS IS A GUIDE PLAN ONLY AND IS SUBJECT TO CHANGE.. FOR DETAILS CONTACT THE LOCAL PLANNING DIVISION OF THE REGIONAL MUNICIPALI OF HAMILTON-WENTWORTH.

THIS AREA TO BE DEALT WITH IN A FUTURE OFFICIAL PLAN AMENDMENT PENDING DETERMIN ATION OF JURISDICTION.

## LAND USE

**RESIDENTIAL**

- single & double
- attached housing
- low density apts.
- medium density apt

- COMMERCIAL
- CIVIC & INSTITUTIONAL
- PARK & RECREATIONA
- OPEN SPACE
- UTILITIES

- Neighbourhood Boundary
- Zoning Boundary
- Staging of Development Boundar

Approvals
Planning Bd. MAY 12/75 Council JULY 27/7

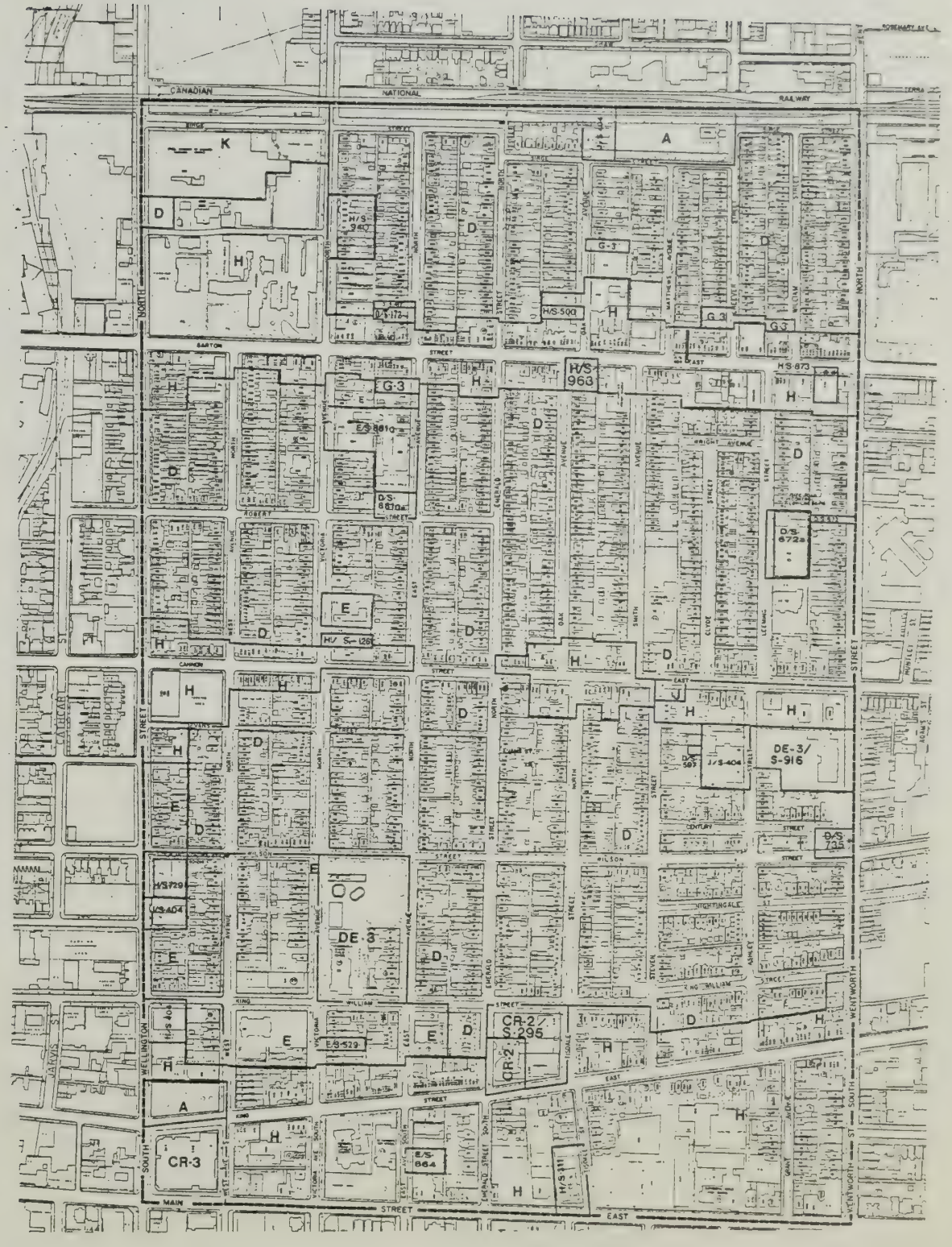
Revisions
MARCH 1971
FEBRUARY 1972
DEC 28-1972
MAY 01-1973
MAR 28-1974
DEC 1973

CITY OF HAMILTON
PLANNING DEPARTMENT

NORTH END WEST
APPROVED PLAN

NORTH

10




**A.7a**

106 | 69 | 70
10 | 95 | 48
31 | 125 | 124

This is not a Legal Document
For Zoning Verification Please
Contact City Building Department.

CITY OF HAMILTON

LANDSDALE

ZONING

Neighbourhood Boundary
Zoning Boundary

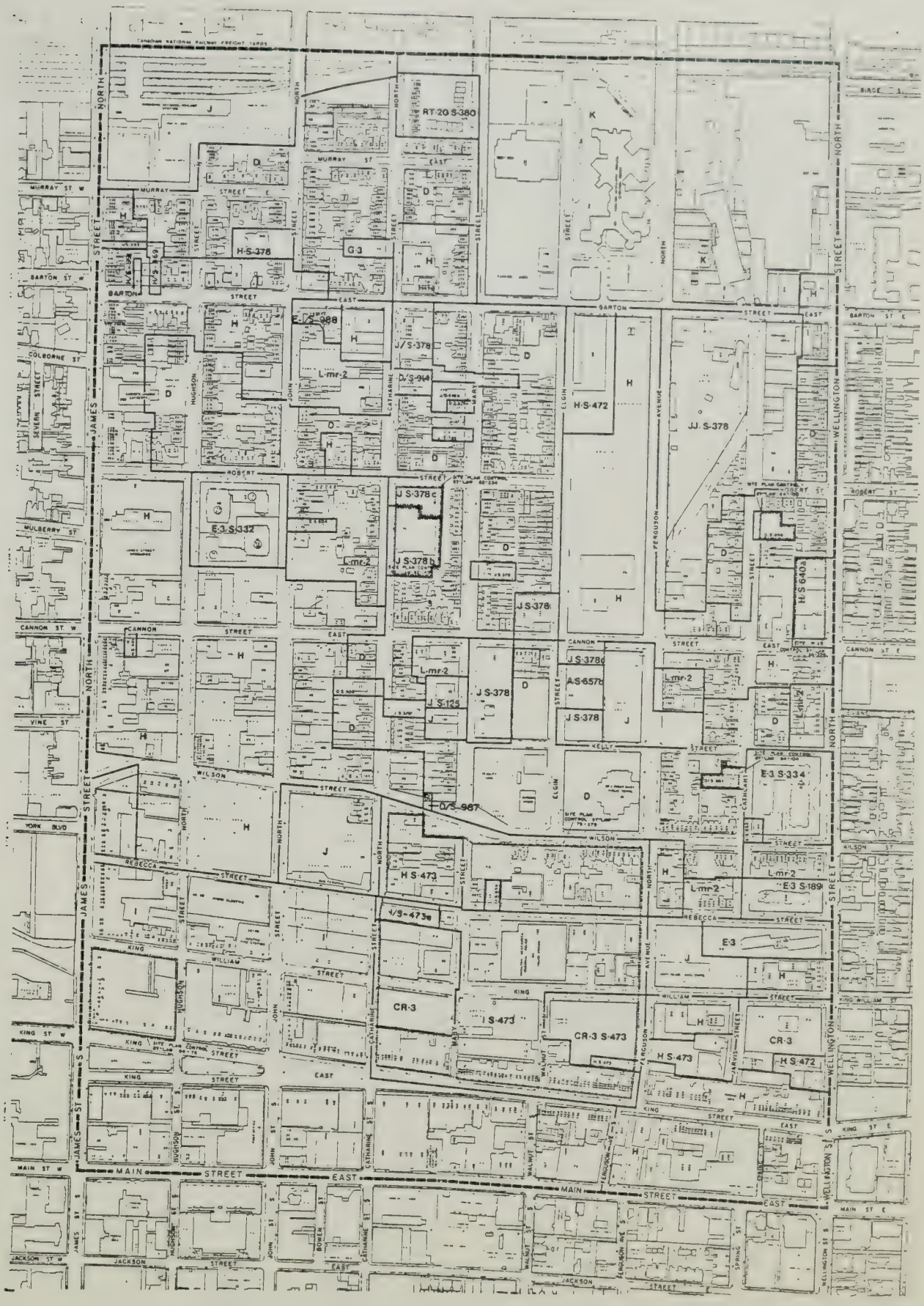
SCALE 0 30 60 90 m

Prepared for The City of Hamilton by the Planning and Development Department of The Regional Municipality of Hamilton-Wentworth

PLANNING UNIT NO. 5608

June 1985

PAGE NO. 95




A.8a

| | | |
|---|---|---|
| 107 | 106 | 69 |
| 21 | 10 | 95 |
| 41 | 31 | 125 |

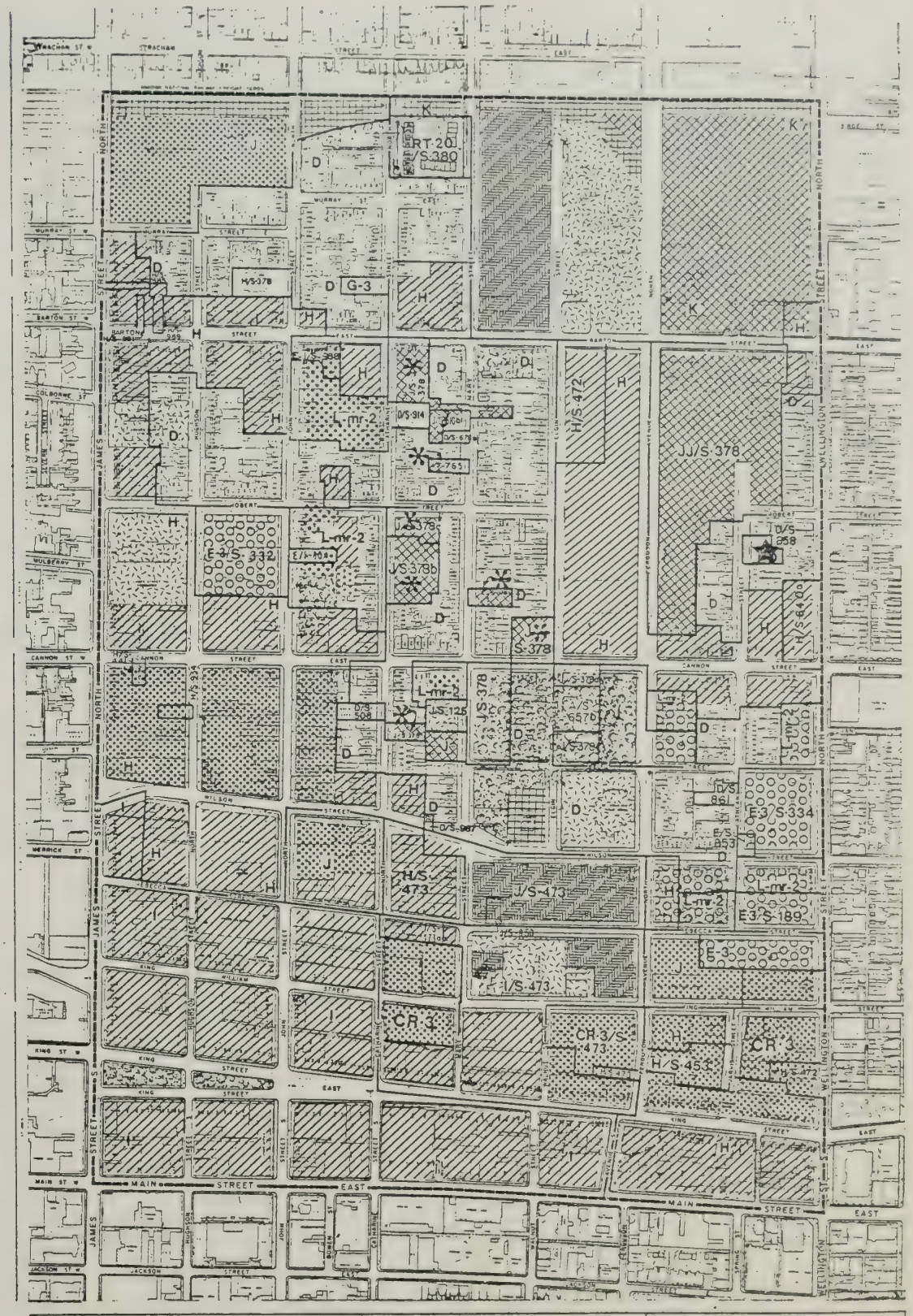
This is not a Legal Document
For Zoning Verification Please
Contact City Building Department

CITY OF HAMILTON

BEASLEY

ZONING

A.8b




EXISTING POPULATION (1969) 5559
(1970) 5209
(1971) 5167
(1972) 5072
(1973) 4842
(1974) 4702
(1975) 4664
(1976) 4825

★NOTE: TEMPORARY PARKING (SEE ZONING APPL. 83-73)

NOTE: THIS IS A GUIDE PLAN ONLY AND IS SUBJECT TO CHANGE, FOR DETAILS CONTACT THE LOCAL PLANNING DIVISION OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

✳NOTE: FUTURE USES ON THE SITE MAY BE INDUSTRIAL, COMMERCIAL OR RESIDENTIAL IN ACCORDANCE WITH THE CENTRAL AREA PLAN PERFORMANCE STANDARDS

## LAND USE

RESIDENTIAL
- single & double
- attached housing
- medium density apts.
- high density apts.
- commercial & apts.

COMMERCIAL
INDUSTRIAL
CIVIC & INSTITUTIONAL
PARK & RECREATIONAL
OPEN SPACE
UTILITIES
COMM. & INDUSTRIAL

Neighbourhood Boundary
Zoning Boundary
Staging of Development Boundary

Approvals
Planning Bd. Council

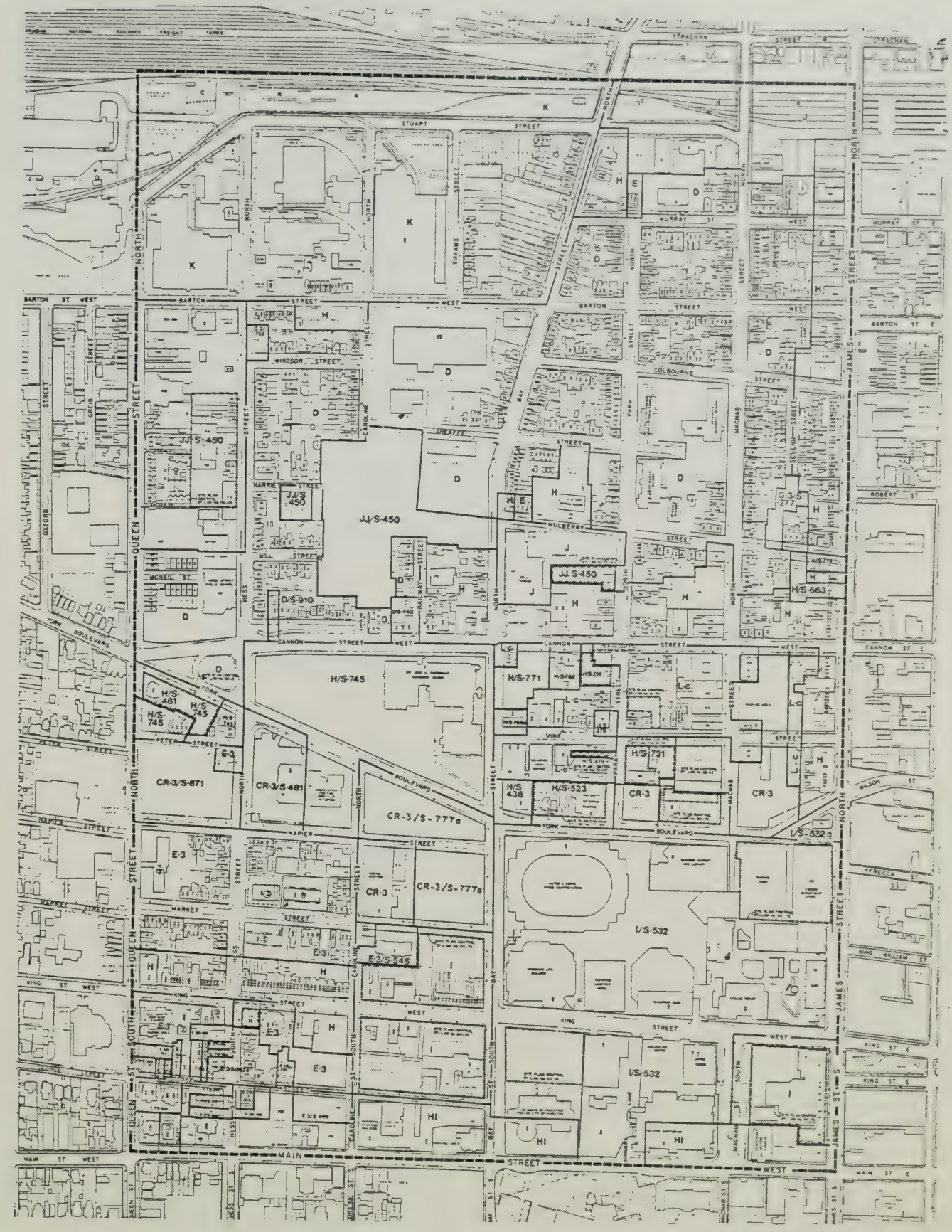
Revisions
SEPT 28/1977
OCT 28/1977

CITY OF HAMILTON
PLANNING DEPARTMENT

BEASLEY
APPROVED PLAN

NORTH

10




A.9a

| | | |
|---|---|---|
| 40 | 107 | 108 |
| 127 | 21 | 10 |
| 92 | 41 | 31 |

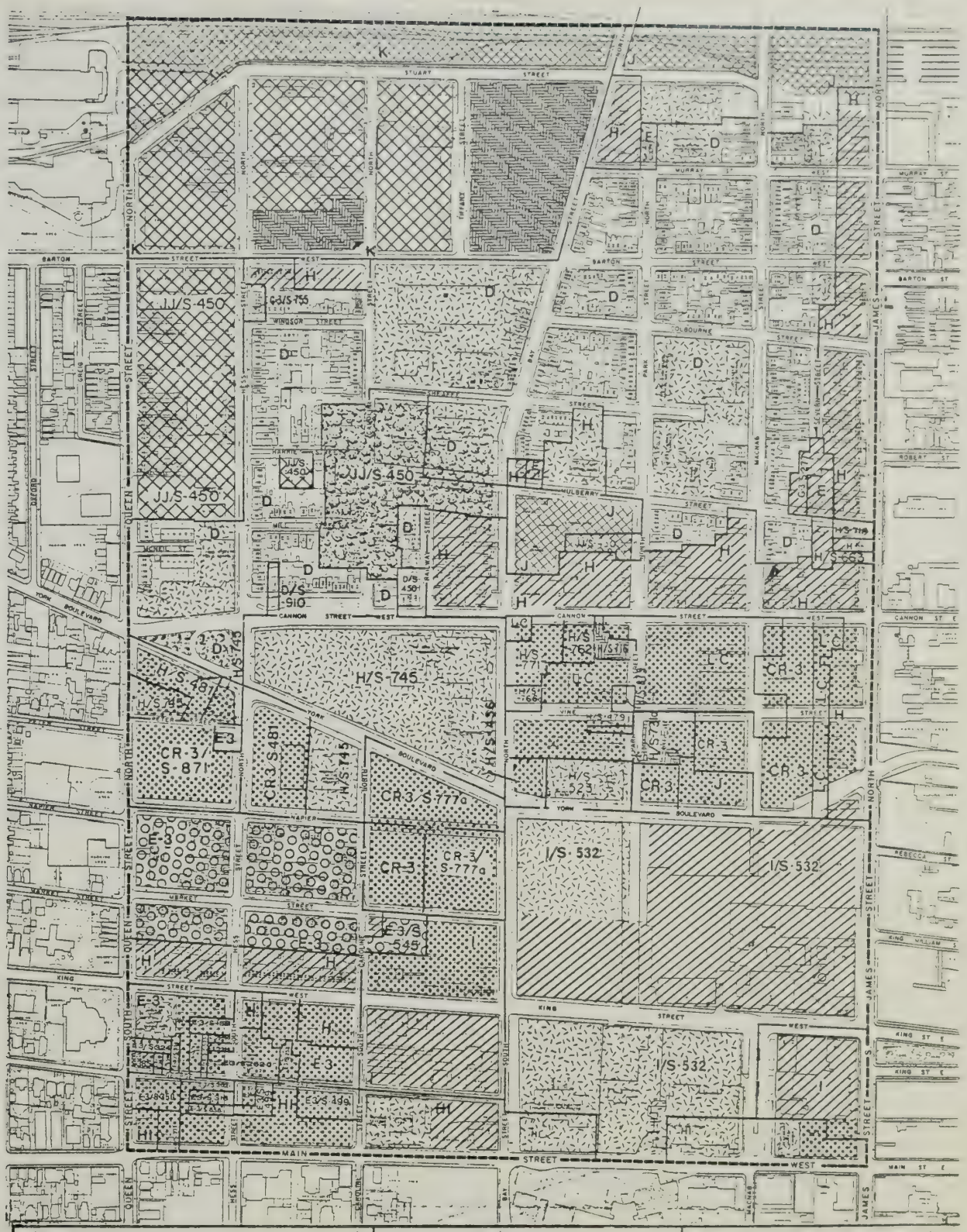
This is not a Legal Document
For Zoning Verification Please
Contact City Building Department.

CITY OF HAMILTON

CENTRAL

ZONING

A.9b




NOTE:

THIS IS A GUIDE PLAN ONLY AND IS SUBJECT TO CHANGE. FOR DETAILS CONTACT THE LOCAL PLANNING DIVISION OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH.

* EXISTING INDUSTRIAL USE ONLY

## LAND USE

**RESIDENTIAL**

single, double & attached housing

high density apts.

commercial & apts.

COMMERCIAL

INDUSTRIAL

CIVIC & INSTITUTIONAL

PARK & RECREATIONAL

UTILITIES

COMMERCIAL & INDUSTRIAL

Neighbourhood Boundary

Zoning Boundary

Staging of Development Boundary

Approvals

Planning Bd. MAR 1/73 Council JUNE 12/73

Revisions

| | | | | | |
|---|---|---|---|---|---|
| February | 1971 | MARCH 9, 1976 | | | |
| June | 1971 | JULY 27, 1976 | | | |
| February | 1972 | MARCH 1973 | | | |
| December | 1972 | JAN. 12, 1978 | | | |
| February | 1973 | MAY, 1978 | | | |
| July | 1973 | | | | |

CITY OF HAMILTON

PLANNING DEPARTMENT

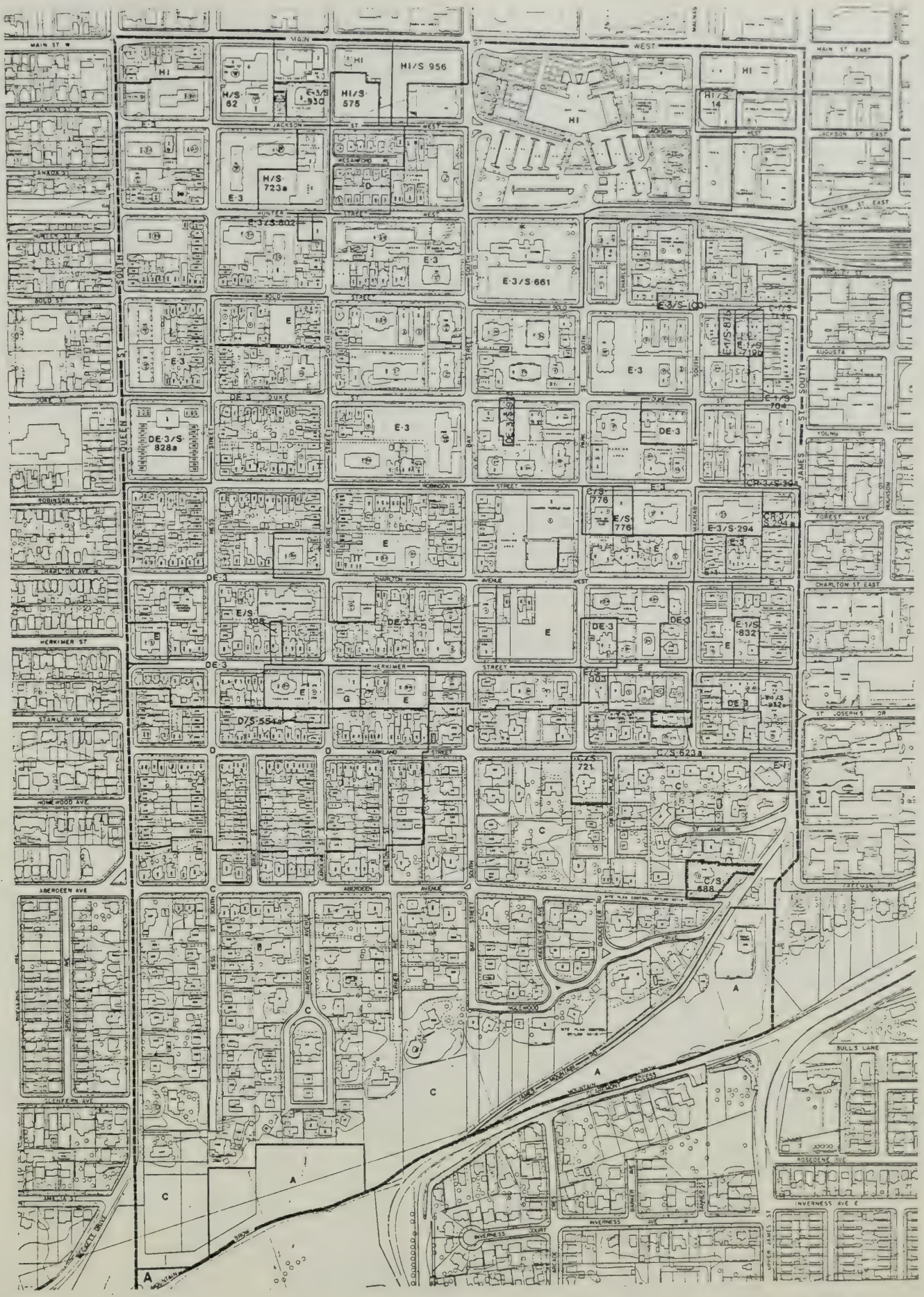
# CENTRAL

## APPROVED PLAN

NORTH

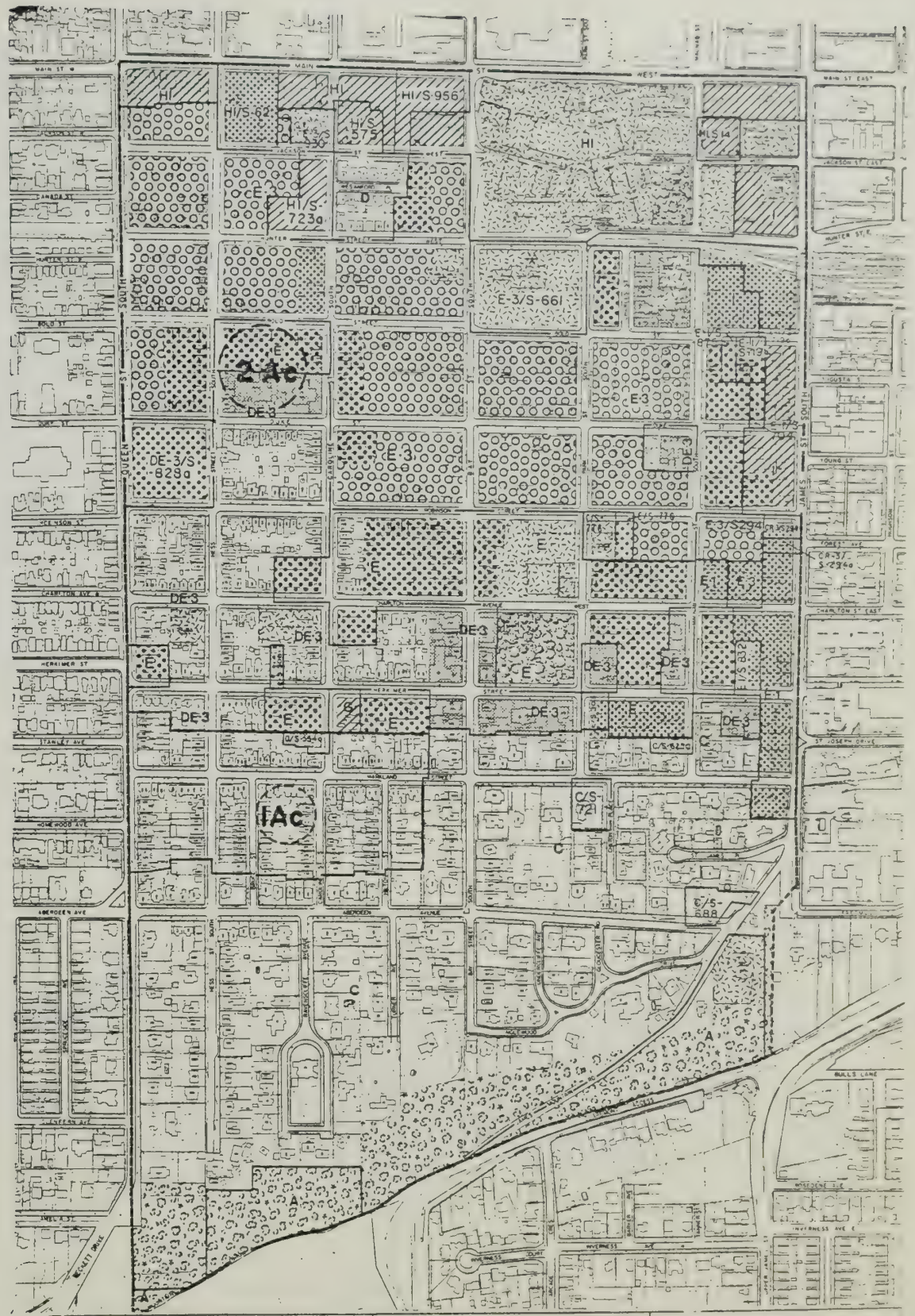
SCALE OF FEET

29


MAIN ST W
MAIN ST WEST
MAIN ST EAST
JACKSON ST W
JACKSON ST WEST
JACKSON ST EAST
HUNTER ST W
HUNTER ST WEST
HUNTER ST EAST
BOLD ST
KING ST W
KING ST WEST
KING ST EAST
QUEEN ST SOUTH
JAMES ST SOUTH
AUGUSTA ST
YOUNG ST
DUKE ST
ROBINSON ST
FOREST AVE
MARION AVE W
CHARLTON AVE W
CHARLTON ST EAST
HERKIMER ST
STANLEY AVE
ST JOSEPH'S DR
MARKLAND STREET
HOMEWOOD AVE
ABERDEEN AVE
GLENFERN AVE
BULL'S LANE
ROSEDENE AVE
INVERNESS AVE E
INVERNESS AVE
INVERNESS COURT
HI
HI/S 956
H/S 62
E-3/S 930
HI/S 575
H/S 723a
E-3/S 802
E-3/S 661
E-3/S 001
E-1/S 704
DE-3/S 828a
E/S 776
E-3/S 294
E/S 308
DE-3
E-1/S 832
E/S 303
D/S 554a
C/S 623a
C/S 721
C/S 688
E-3
E
C
A
104 21 10
92 41 31
93 123 22
This is not a Legal Document
For Zoning Verification Please
Contact City Building Department
CITY OF HAMILTON
DURAND
ZONING

A.10a

A.10b




NOTE:
* SECOND FLOOR OF SCHOOL CONVERTED AND USED FOR BUSINESS AND PROFESSIONAL OFFICES - OFF-STREET PARKING PROVIDED ON PROPERTY

(Ac) PUBLIC OPEN SPACE TO BE PROVIDED IN THE VICINITY OF THE DESIGNATED SYMBOL. THE PARTICULAR LOCATION OF WHICH SHALL BE DETERMINED AT SUCH TIME AS FUNDS ARE AVALIABLE FOR ACQUISITION

NOTE:

THIS IS A GUIDE PLAN ONLY AND IS SUBJECT TO CHANGE.. FOR DETAILS CONTACT THE LOCAL PLANNING DIVISION OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH.

## LAND USE

RESIDENTIAL
- single, double & attached housing
- low density apts.
- medium density apts.
- high density apts.
- commercial & apts.

COMMERCIAL

CIVIC & INSTITUTIONAL

PARK & RECREATIONAL

OPEN SPACE

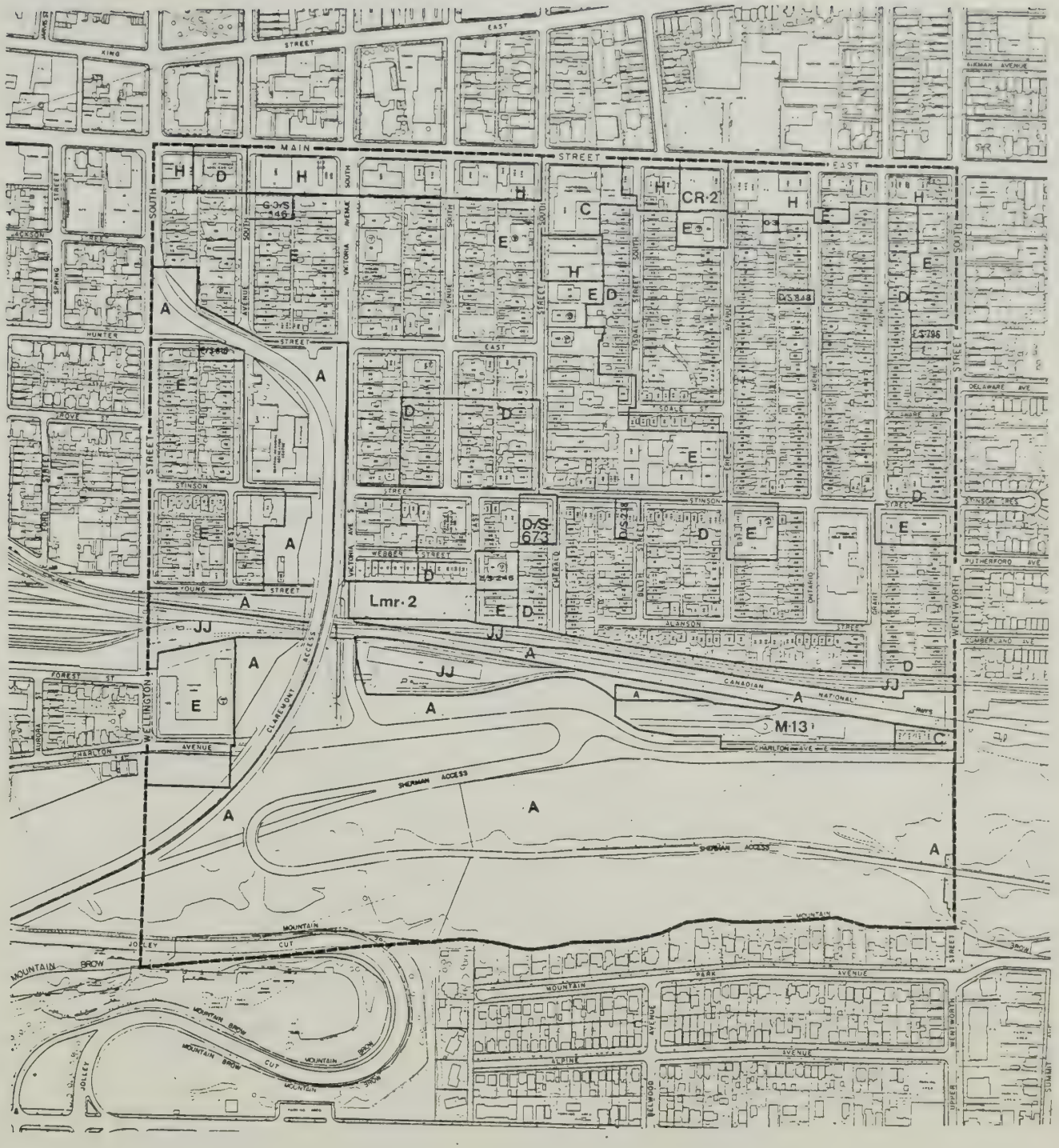
Neighbourhood Boundary
Zoning Boundary
Staging of Development Boundary

Approvals
Planning Bd. NOV 16/73 Council DEC 18/73

Revisions

CITY OF HAMILTON
PLANNING DEPARTMENT

DURAND
APPROVED PLAN




**A.11a**

10 95 48
31 125 124
22 68 42

This is not a Legal Document
For Zoning Verification Please
Contact City Building Department

CITY OF HAMILTON

STINSON

ZONING

Neighbourhood Boundary
Zoning Boundary

SCALE 0 50 100 m

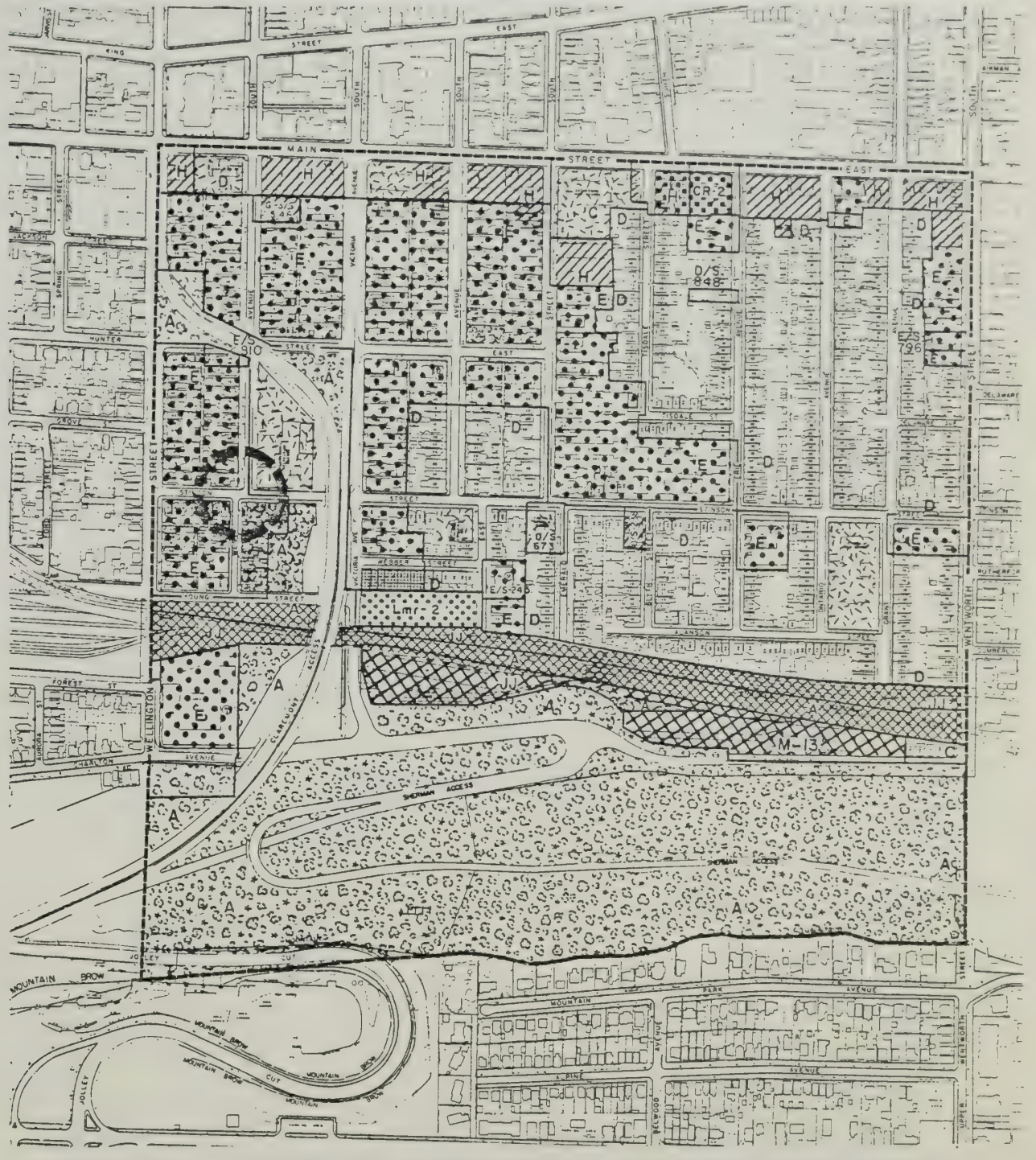
Prepared for The City of Hamilton
by the Planning and Development Department
of The Regional Municipality of Hamilton-Wentworth

PLANNING UNIT NO. 6601

June 1985

PAGE NO. 125

A.11b –




NOTE: THIS IS A GUIDE PLAN ONLY AND IS SUBJECT TO CHANGE. FOR DETAILS CONTACT THE LOCAL PLANNING DIVISION OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH.

POSSIBLE LOCATION FOR FUTURE EXPANSION OF COMMUNITY RECREATION FACILITIES. (TENNIS COURTS, ARENA)

## LAND USE

RESIDENTIAL
- single & double
- attached housing
- low density apts.
- medium density apts.

commercial & apts.

COMMERCIAL

INDUSTRIAL

CIVIC & INSTITUTIONAL

PARK & RECREATIONAL

OPEN SPACE

UTILITIES

Neighbourhood Boundary
Zoning Boundary
Staging of Development Boundary

Approvals
Planning Bd. FEB 12/75 Council JUNE 24/75

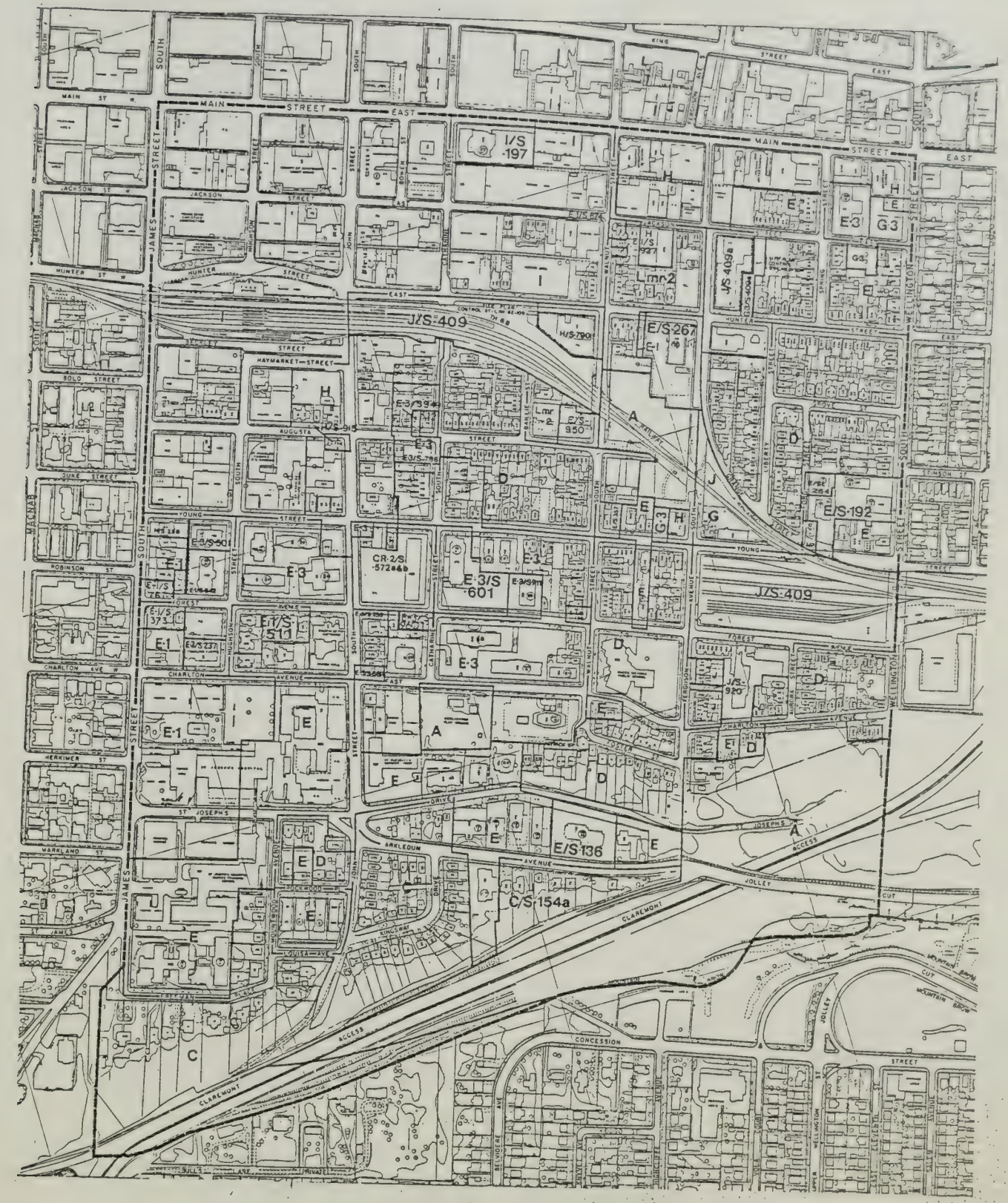
Revisions
MARCH 1971
MAY 1972
NOV 10, 1972
MAY 31, 1973
JUNE 1975

CITY OF HAMILTON
PLANNING DEPARTMENT

STINSON
APPROVED PLAN

NORTH

SCALE IN FEET




A.12a

| | | |
|---|---|---|
| 21 | 10 | 95 |
| 41 | 31 | 125 |
| 123 | 22 | 68 |

This is not a Legal Document
For Zoning Verification Please
Contact City Building Department

CITY OF HAMILTON

CORKTOWN

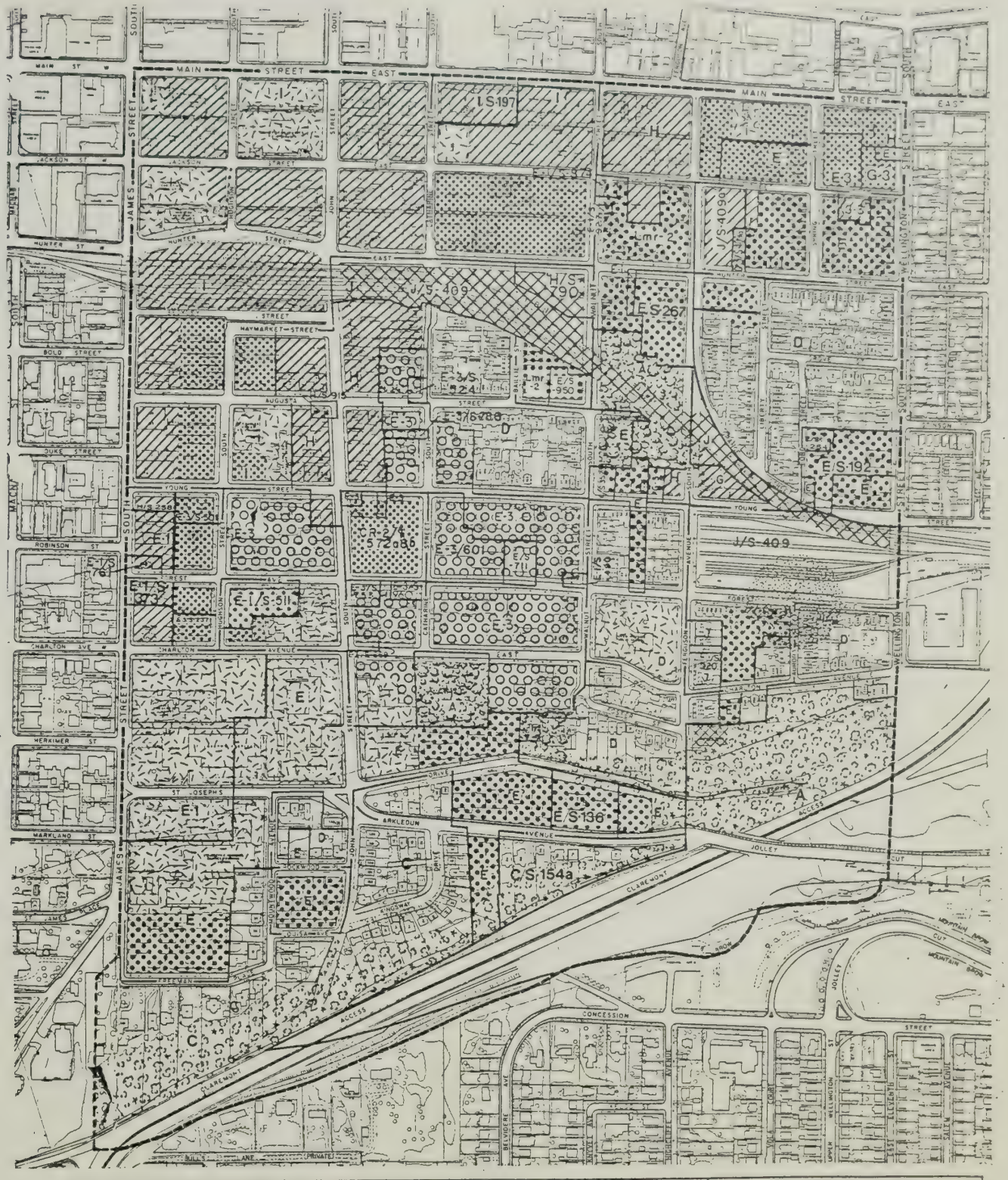
ZONING

Neighbourhood Boundary

Zoning Boundary

0 100 m

A.12b




*2 Acres of Neighbourhood Park Open Space to be located in this area.*

NOTE:

THIS IS A GUIDE PLAN ONLY AND IS SUBJECT TO CHANGE. FOR DETAILS CONTACT THE LOCAL PLANNING DIVISION OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH.

## LAND USE

RESIDENTIAL
single, double & attached housing

medium density apts.
high density apts.
commercial & apts.
COMMERCIAL
INDUSTRIAL
CIVIC & INSTITUTIONAL
PARK & RECREATIONAL
OPEN SPACE
UTILITIES

Neighbourhood Boundary
Zoning Boundary
Staging of Development Boundary

Approvals
Planning Bd. JUNE 21/73 Council NOV 23/73

Revisions

| | | | |
|---|---|---|---|
| MAY 1972 | JULY 23, 1974 | | |
| NOV 2, 1972 | MARCH 1973 | | |
| MARCH 29, 1973 | JULY 28 1973 | | |
| JUNE 1973 | | | |
| JAN 2, 1974 | | | |
| FEB 12, 1974 | | | |

CITY OF HAMILTON
PLANNING DEPARTMENT

CORKTOWN
APPROVED PLAN

NORTH

SCALE IN FEET

31

# HAMILTON REGION CONSERVATION AUTHORITY

P.O. BOX 7099 – MINERAL SPRINGS ROAD
ANCASTER, ONTARIO L9G 3L3
Phone 525-2181 or 648-4427

File No. Proposed New Central Area Plan, Ham.

July 4, 1988.

Mr. V.J. Abraham, M.C.I.P.
Director of Local Planning,
Planning and Development Department,
Regional Municipality of Hamilton-Wentworth,
71 Main St. W.,
Hamilton, Ont.
L8N 3T4

Dear Sir:

Re: Proposed New Central Area Plan, Your File P5-4-7-9

The planning staff of the Hamilton Region Conservation Authority has reviewed the above noted document and has no objection to same. In particular, we concur with the preamble and policies contained in Sections 4.6, Waterfront Recreation.

Should you have any questions, please contact Authority staff.

Yours truly,

R.W. Chrystian,
Director of Planning and Engineering

JKD/sg

A. H. McCOY
Chairman

A. STACEY
Vice-Chairman

B. W. VANDERBRUG
General Manager

W. FULLER
Secretary-Treasurer

TELEPHONE (416) 593-5511
TELEX 0622687BETOR

TELECOPIER (416) 593-2919 (UNIVERSITY AVENUE OFFICE)
TELECOPIER (416) 593-2923 (UNIVERSITY AVENUE OFFICE)
TELECOPIER (416) 363-3653 (KING STREET OFFICE)

# Borden & Elliot
## Barristers and Solicitors

B. V. ELLIOT QC PARTNER EMERITUS

W. L. N. SOMERVILLE QC
J. D. HOLDING QC
J. D. HYLTON QC
JORDAN DIMOFF QC
B. W. EARLE QC
G. E. THOMPSON
P. R. BRAUND
E. F. MERRINGER
META M. TORY
MARTIN SCLISIZZI
R. P. HUTCHISON
STANLEY B. BUSH
S. F. WAQUÉ
B. H. BRESNER
W. D. R. BEAMISH
J. D. G. DOUGLAS
A. L. J. PAGE
C. M. CHORICH
JOANNE E. FOOT
J. W. WOON
SEAN L. GOSNELL
M. M. M. O'DONNELL
J. A. ROSS
CATHERINE E. BRAY
R. H. SHABAN
DAPHNE G. JARVIS
ELLEN R. CHAIKOF
ALICE H. JANISCH
P. CHRISTOPHER PARKE
DOREEN M. WONG
IAN F. GAVAGHAN
TARA S. O'CONNOR

R. C. MEECH, QC
GARTH MANNING, QC
J. D. BROOKS, QC
R. LEE WOODS
D. L. MACDONALD, QC
A. W. OUGHTRED
E. A. AYERS QC
L. KOZAK, QC
LORNE H. SALTMAN
B. C. KEITH
J. F. MANN
J. D. MARSHALL
M. J. LANG
G. B. MORAWETZ
JEFFREY L. DAVIES*
M. M. FOX
T. J. PRYOR
ILSA GREENBLATT
BRUCE E. FOWLER
MICHAEL C. BAILEY
JAMES W. HARBELL
A. A. SANFILIPPO
ROBERT J. BALDWIN
ERIN J. COFFEY
R. W. TRAVES
VIRGINIA KENT-LEMON
MARTHA MACRAE DILLON
ANDREW W. KINGSMILL
JOANNE M. POLJANOWSKI
R. P. BURNETT
D. A. HUCTWITH
JOANNE E. OSENDARP

D. A. L. BRITNELL, QC
W. R. MURRAY QC
G. G. SEDGWICK, QC
S. B. SCOTT, QC
L. A. WRIGHT
F. J. C. NEWBOULD QC
DONNA C. CAPPON
W. T. PASHBY
R. A. APPLEBAUM
S. N. ICZKOVITZ
RANDALL SCOTT ECHLIN
EVELYN GOLDFARB
P. G. FINDLAY
R. B. BELL
R. M. SHIFF
JUDY D. MacLACHLAN
LARISSA V. TKACHENKO
LINDSAY A. HISTROP
J. F. L. McARDLE
CHRISTOPHER D. BREDT
DANIEL R. HORCHIK
L. DAVID SCHRIDER
MARK A. BARUZZI
JULIE K. HANNAFORD
CAROL E. DERK
CECILIA M. McMAHON
JAMES R. ELDER
DAVID E. LANG
E. M. ROHER
ALAN M. CORNWALL
STEVEN H. LEITL
JAMES D. PATTERSON

K. W. SCOTT QC
G. CIMRA, QC
J. H. McC. McNAIR
T. A. SWEENEY
J. F. T. WARREN
B. LISOWSKI
G. A. PARK
D. S. FERGUSON
JOHN R. WOOD
ELLEN M. MACDONALD
W. D. T. CARTER
R. W. KITCHEN
M. B. SHOPIRO
MARGUERITE MOONEY
T. G. ANDREWS
P. A. D. MINGAY
SEAN WEIR
J. W. MATHERS
J. J. MORRIS
MARK DAVIS
G. A. MAAVARA
WINNIE C. W. TSE
DORIS L. BAUGHAN
S. E. PILKEY
CLARE M. GAUDET
SUSAN M. SHAW
RONALD FOERSTER
PAUL G. MURRAY
W. E. TATTLE
AGNES B. DI LEONARDI
W. R. MIDDLETON
G. PINHEIRO

D. M. HARLEY, QC
R. A. STRADIOTTO QC
J. PERRY BORDEN, QC
MORTON G. GROSS, QC
H. J. B. A. DICKIE, Q C
W. PAUL McCARTEN
W. S. ROBERTSON
G. E. PETCH
W. J. McNEILL
T. P. BATES
M. J. DERMER
EVA M. KRASA
A. J. SKINNER
M. K. McKELVEY
ANNE C. CORBETT
B. D. MULRONEY
F. S. CALLAGHAN
T. O. BUCKLEY
R. B. REYNOLDS
WENDY J. EARLE
ROSALIND MORROW
DAVID R. WOODS
JEFFREY H. BERLINER
R. S. RUSSELL
MARK T. GORDON
JONATHAN F. B. BARKER
C. M. GASTLE
DEBORAH M. O'CONNOR
MURRAY R. VINCE
CHRISTINE J. H. DUNCAN
NOELLA M. MILNE
NORA B. RYCROFT

COUNSEL C. H. MORAWETZ, QC
N. MacL. ROGERS, QC
DENNIS O'CONNOR, Q.C.
STANLEY M. MAKUCH

*MEMBER OF THE BAR OF CALIFORNIA

University Avenue Office:
Bank of Canada Building
250 University Avenue
Toronto, Canada
M5H 3E9

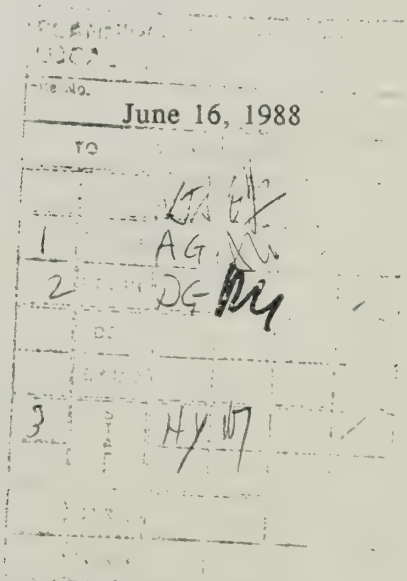
King Street Office:
The Bank of Nova Scotia Building
44 King Street West
Toronto, Canada
M5H 1G4

PATENT AND TRADE MARK COUNSEL
G. JAMES M. SHEARN

PLEASE REFER TO: S.M. Makuch
(University Avenue Office)

DIRECT LINE: 593-2367

June 16, 1988




Mr. V. J. Abraham, M.C.I.P.,
Director of Local Planning,
The Regional Municipality of
Hamilton-Wentworth,
Planning and Development Department,
71 Main Street West,
Hamilton, Ontario.
L8N 3T4

Dear Mr. Abraham:

Re: **Central Area Plan - City of Hamilton**

On behalf of the Hamilton Harbour Commissioners I am responding to the latest draft of the Central Area Plan. I simply wish to note that the City is purporting to zone lands which are under the jurisdiction of the Hamilton Harbour Commissioners and subject to the Navigable Waters Protection Act.

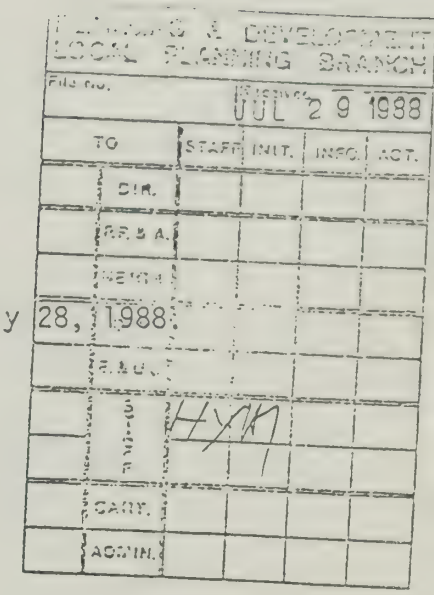
Yours very truly,
BORDEN & ELLIOT

Stanley M. Makuch

SMM/ck
c.c. Mr. C. Towsley

# The Social Planning & Research Council of Hamilton and District

155 James St. S., 6th Floor, Hamilton, Ontario L8P 3A4 Telephone: 522-1148


July 28, 1988.

Alderman Dave Christopherson
Chairperson
Central Area Plan Implementation Committee
City Hall
Hamilton, Ontario
L8N 3T4

Dear Dave:

The Social Planning and Research Council is pleased to have had the opportunity to review and comment on the 1988 Central Area Plan. CAPIC should be commended on its draft of the Central Area Plan. It promotes a healthy, well-designed, human-scale downtown which is important to Hamiltonians and visitors alike. Nonetheless the Council has some concerns.

The Plan promotes many land use types. If the Central Area Plan can be faulted for anything, it is for its gusto in trying to be all things to all people. The Plan lists many aspects that should be "encouraged" (e.g. park and recreational development, mixed industrial/commercial land uses and residential space). But should and could the downtown have more of everything?

For example, John Fondersmith states in The Futurist (April 1988) that "the development of downtown housing is one of the most important items on the agenda of cities today". (p.14). He also states that residential areas are crucial to a lively downtown. Downtown residents provide a difference - a sense of community. The Social Planning and Research Council believes downtown Hamilton should have one or two stated priorities for future development. Given the major housing crisis we are experiencing in this community, housing and its associated recreational and open spaces uses should be a stated priority in the Plan.

Although the Plan stresses a balanced approach to downtown development, the quotation from the original Plan on page 6 creates the impression that enhanced commercial development is the only priority. Since this is not consistent with the philosophy of a balanced land use, we suggest that it be dropped from the text.

SPRC is also concerned with the use of the term "Perimeter Road" in Section 4.8 and 4.8.3 of the Plan. Perimeter Road is a specific proposal defined as "an industrial perimeter road linking Burlington Street to High 403" (from the Glossary).

Continued/....

Alderman Dave Christopherson, Chairperson
Central Area Plan Implentation Committee July 28, 1988

The SPRC thinks that a more generic concept should be substituted in the appropriate sections of the Plan so that these sections will be applicable to all future transportation developments.

Altering the terminology (for example from "Perimeter Road" to "circumferential road") also seems necessary because of the recommendations which CAPIC forwarded to the Engineering Committee on June 17, 1988. These recommendations indicate that "CAPIC supports the concept of the Perimeter Road which it considers important in diverting traffic away from the core of the city and surrounding north end neighbourhoods". The "Perimeter Road" proposal is a specific concept which could look very different from today's concept once the Environmental Impact Assessment process and the accompanying activities have been completed.

The "Perimeter Road" proposal also serves as an excellent illustration of the need for priorities within the Plan. It is stated that "the waterfront area should be accessible from all areas of the City, particularly through strong, readily identifiable pedestrian and vehicular links to the downtown" (section 4.6.5.) and that "the waterfront will be visually accessible from as much of the surrounding area as possible" (section 4.6.10). Toronto is probably the most obvious example of a city that built a freeway along a shoreline; that freeway effectively creates a barrier, both physically and psychologically, between the downtown and the lake. In his article, John Fondersmith (ibid, p.12) relays an important message to us:

> "Some cities blocked their waterfronts with elevated highways and inappropriate development in the 1950's and 1960's. Today, cities such as San Francisco, Boston and Hartford have plans to eliminate or relocate early expressways in order to reconnect downtown to the waterfront. By the year 2000, virtually all waterfront cities will have reclaimed much of their downtown waterfronts for public access and mixed-use development and such development will continue into the twenty-first century".

Given these conflicting demands, the Plan should provide a system of priorities for making this difficult land use decision.

Continued/....

Alderman Dave Christopherson, Chairperson
Central Area Plan Implementation Committee July 28, 1988

---

As it stands, the Plan does not provide this system of priorities and CAPIC should provide leadership in establishing the required guidelines.

We thank you, once again, for the opportunity to comment on the Central Area Plan. We are pleased to see CAPIC engaged in developing such an important plan for the City of Hamilton.

Sincerely,

Urmas Soomet,
President.

US/ms

THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Department of Social Services
119 King Street West, 13th floor
Hamilton, Ontario

526-4333

Mailing Address
P.O. Box 910, Hamilton, Ontario
L8N 3V9

June 21st, 1988

Victor J. Abraham
Director of Local Planning
Planning and Development Department
71 Main Street West
Hamilton, Ontario
L8N 3T4

Re: Proposed New Central Area Plan

Dear Victor:

Thank you for the opportunity of commenting on the Proposed New Central Area Plan for the City of Hamilton. Many of our clients live in the affordable housing units which currently exist in the central area and use the community services which are also located there. Consequently, policies which affect the stock of affordable housing, or impact on service provision are of interest to us.

In general, we are very encouraged by the thrust of the Plan, which supports affordable residential and community development in the Central Area. In particular, we support the actions recommended in 4.1.7., 4.1.8., 4.4.4., 4.4.5., and 4.7.2. These recommendations will facilitate the provision and maintenance of necessary residential development and community services.

We would however, like to see included in Section 4.4.3. a recommendation stating that conversions of residential structures to commercial will not be permitted if they entail a net loss of affordable housing units. As long as our vacancy rate is below 2%, it is essential that we not lose any of our existing stock of affordable units.

We hope these comments are helpful. If you have any questions, please call Maggie Fischbuch at 526-4438.

Yours sincerely,

Michael J. Schuster,
Commissioner

MF:jab
c.c. Norma Walsh, Director of Social Planning & Policy Development
Maggie Fischbuch, Housing Policy & Development Officer

Canada's First Auto Club

# HAMILTON AUTOMOBILE CLUB

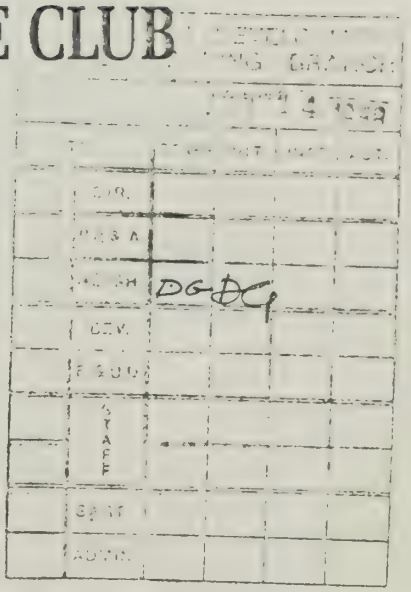
Serving members since 1903

DIRECTORS:
Sheriff John E. Betzner
Miss Elva Carrol
Mr. Wilfred R. Carter
Mr. S.F. Donnelly
Mr. H.K. Embree
Mr. Keith P. Gould
Dr. Mary E. Keyes
Judge W.W. Leach
Rev. Dr. A. Lorne MacKay
Mr. Keith L. McIntyre
Mr. John E. Milne, Q.C.
Dr. Carl A. Moore
Mr. J. Crawford Reid, F.C.A.
Mr. E.A. Simpson
Mr. Michael J. Torsney

HONORARY DIRECTORS:
Mr. Roy G. Cole
Mr. A.R. Prack, F.R.A.I.C.
Mr. James S. Thomson

PRESIDENT AND GENERAL MANAGER:
Mr. A.U. Oakie, C.M.A., F.S.M.A.C.

June 14, 1988



CAPIC
City Hall
71 Main Street West
Hamilton, Ontario
L8N 3T4

**Attention: Mr. David Godley,**
**CAPIC Coordinator**

**RE: PROPOSED NEW CENTRAL AREA PLAN**

Dear Mr. Godley:

We have had an opportunity to review the proposed new central area plan which was prepared by the Hamilton-Wentworth Planning and Development Department, dated April 1988. We would like to make the following comments:

1. We have enjoyed being represented at the Central Area Plan Implementation Committee meetings through Mr. Arthur Lomax and generally we are quite pleased with the content of the proposed plan.

2. Throughout the plan there are policies and goals expressed to minimize the impact of through traffic on the downtown core and residential neighbourhoods. Wherever feasible, it is desirable to avoid routing traffic through residential areas. We are concerned that in public statements which have followed the release of this plan, it has been suggested that a major effort will be made to prohibit traffic in residential areas. Further, the questionnaire which accompanied the kit includes four items (10, 11, 12 and 13) under the heading 'Movement' which suggests that the use of the automobile will be solidly downgraded. We are concerned that despite the content in the propsed plan, other attempts are being made to restrict the use of the automobile in residential areas and in the downtown. Further, there is one paragraph on Page 22 which states in part as follows:

.../2

**Now With 5 Offices To Serve You**

393 MAIN ST. E.,
HAMILTON L8N 3T7
(416) 525-1210
FAX: (416) 525-1654

431 ST. PAUL AVE.,
BRANTFORD N3R 4N8
(519) 756-6321

3416 FAIRVIEW ST.,
BURLINGTON L7N 2R5
(416) 632-6772

125 NAVY ST.,
OAKVILLE L6J 2Z5
(416) 845-9680

UNIT 35 360 GUELPH ST
GEORGETOWN L7G 4B5
(416) 873-CLUB

25 years of service

2. (Continued)

"-- traffic volume should be established as to minimize adverse impacts on the overall environment of the central area and achieve an appropriate mixture of pedestrians and vehicles."

We would appreciate being informed as to the intent of this statement. It is our impression that this type of injunction was not incorporated in the drafts discussed and approved by CAPIC.

3. With regard to the perimeter road we are very strongly supportive of its development and the need for a facility that will provide an alternative route for trucks and ultimately reduce the number of trucks using Main Street and King Street especially through the downtown area. The perimeter road will also support the overall movement goals as expressed in the plan, (including other streets such as Wellington, Victoria, Wilson, Cannon, Queen, York, etc.).

4. We agree with the goal to provide for the safe convenient use of bicycles in a way that minimizes conflicts with pedestrians and vehicles through the provision of bicycle routes. Desirably, where it is necessary to route them along the roadway, roadways should be selected that are low volume and capable of accommodating bicycle lanes safely and without interfering with the existing traffic flow and especially bus routes.

5. We are delighted with the emphasis being placed on the need to promote the expansion of tourism facilities and attractions in the central area and the need to attract people to the City to make use of the central area facility. We are reminded that the majority of tourists visit by automobile and accommodations for those vehicles in the downtown core will be essential to the success of tourism.

6. The concept of woonerfs gives us considerable concern because they may introduce a false sense of security among pedestrians, especially children, who may have become accustomed to one in their own neighbourhood and who may not be appropriately cautious in other areas.

We are pleased to have this opportunity to comment on this significant Proposed New Central Area Plan.

.../3

Yours truly,

HAMILTON AUTOMOBILE CLUB

Leo E. Laviolette, P. Eng.
Vice President

LEL/dd

c.c. A.U. Oakie
Art Lomax

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

P5-4-7-9

June 17, 1988

Mr. Leo Laviolette, P.Eng.
Vice President
Hamilton Automobile Club
393 Main Street East
Hamilton, Ontario
L8N 3T7

Dear Mr. Laviolette:

Re: Proposed New Central Area Plan

Thank you for your comments of June 14, 1988 regarding the proposed new Central Area Plan. We are in the process of reviewing each submission with the view to incorporating changes to the Plan.

Your comment concerning the vehicular traffic in the Central Area as an important and integral component for the growth of the Central Area is appreciated. You will note that the thrust of the Plan is to encourage the rerouting of through truck and vehicular traffic away from the core of the downtown. As such, the intent of the Plan is not to undermine or discourage vehicular traffic that is destined to the downtown. To this end, Section 4.8 incorporates policies which are designed to achieve an appropriate balance between pedestrian and vehicular traffic movements throughout the Central Area.

We agree with your specific concern on the wording of the last sentence in the preamble on page 22, especially the reference to establishing traffic volumes. Accordingly, we intend to suggest to CAPIC that the wording of the sentence be modified as follows:

> "As such, every effort should be made to minimize adverse impacts on the overall environment of the Central Area and achieve an appropriate mixture of pedestrian and vehicles."

Further, we will suggest that the last word of the first sentence in the same paragraph be changed from "transit" to "movement" to reflect the broad nature of the plan.

In terms of timing, we hope to report back to CAPIC on September 9th with all the proposed changes to the Plan as a result of the submissions and your CAPIC representative will be able to address the Committee on this point. We are hoping that once all the necessary changes have been incorporated into the Plan, CAPIC will be able to recommend the approval of the final new Central Area Plan to the City's Planning and Development Committee on September 28, 1988.

We also take this opportunity of saying how much we appreciate the work and dedication of Mr. Art Lomax whose involvement in Central Area planning dates back to approximately ten years. Art's excellent knowledge of Hamilton, particularly in traffic matters, is of great value to the Committee.

Thank you again for your comments.

Yours truly,

David Godley

D. Godley
CAPIC Co-ordinator

HY:DG/dkp

WP 0117P

# Run Gardiner under lake, plan suggests

By Jim Foster
Toronto Star

Government planners are studying a proposal to move the Gardiner Expressway into Lake Ontario.

A shallow tunnel would be dug just offshore to carry 12 lanes of traffic between the Don Valley Parkway and the west end of Exhibition Park.

Then private developers would swap it for the right to tear down the crumbling, overcrowded Gardiner and sell the land under it.

## 'Major' commitment

They'd make a profit. We'd get a free expressway, freer access to the lake, a strip amounting to 48 hectares (120 acres) for new housing and green space, more parkland over the tunnel and maybe a rapid transit line in or above it.

The concept began with Toronto architect Colin Bent. He recruited three friends to develop and promote it — broker John Housser, lawyer Michael Vaughan and planning consultant Bruce Brown.

They have discussed it with provincial and federal representatives on a four-government committee considering Metro's future lakefront development.




**OUT OF SIGHT: Line shows the proposed Gardiner tunnel. Arrows are access points.**

"I think this is well worth looking at, absolutely," said Duncan Allen, Premier David Peterson's man on the committee.

Ontario has offered to pay half the cost of a thorough study and Allen thinks committee chairman David Crombie will order one.

So far it's just a concept without a company. The partners, who sometimes call themselves Four Guys Off the Wall, say some developers are interested but want "a major level of commitment" by government.

Housser said it's too early to talk money, but the Gardiner lands might be worth $2 billion — maybe four times the cost of building the tunnel.

The narrow strip — 100 metres across at its widest — might be used for housing and green space, he said, if developers could negotiate parcels of government land elsewhere.

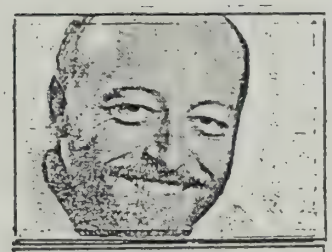
Housser said it might take six years to build a cofferdam where the water is 4.6 metres (15 feet) deep on average and to dredge the tunnel between its pilings and shore.

The roof would be filled in for parkland so people would walk over the unseen expressway, but channels could be left to let pleasure boats use marinas.

The proposal recommends eight express lanes — four eastbound, four westbound — with four access lanes down the centre. The entire tunnel would run 8.2 kilometres (5 miles).

Only eastbound cars could drive into or out of the tunnel at one interchange, and only westbound the next. This would avoid complicated intersections and lessen construction costs. The speed limit would probably be 60 kilometres (40 miles) an hour.

Star 19 7 88



Mike Davison

# Hamilton may split on GO rail site

IF YOU were not at Hamilton city hall Monday night, you missed an absolutely fascinating session of the transport and environment committee.

The meeting was held at the request of the planning and development committee so that citizens might voice their opinions of that group's support for the controversial selection of the old TH&B station on Hunter Street to replace the current CN site as the downtown terminus for GO rail service.

The site-selection is open to wide debate because the two stations meet different planning needs and the TH&B choice suggests that there will never be full service for the city nor Hamilton-based extension into the Niagara peninsula.

Present through the entire meeting were committee members Aldermen Henry Merling, Mary Kiss, Vince Agro, Geraldine Copps and Dominic Agostino. Mayor Bob Morrow and Aldermen Tom Murray were in attendance for a time although both were long gone when it came to a vote. The remaining members, Aldermen Pat Valeriano and Paul Cowell, were no-shows.

That's it for the program notes. That was the game, those were the political players.

It should have been a completely predictable affair.

Because more citizens are moved to attend a public meeting to protest, rather than hail, a political decision, one would have expected a two, three or even four to one split of speakers against the TH&B choice. But this meeting clearly had no intention of running true to form.

Fifteen of the 60 or so present got to their feet to question the choice of the provincial and city officials. Only one lonely fellow spoke in defence of the decision and most of his remarks consisted of an apology for his opinions. A dramatic division.

Similarly, the politicians were being unkind to pre-game predictions. Committee Chairman Alderman Merling thought the politicians would split 8-1 in favor of the recommendation with Dominic Agostino being the only holdout. For his part, the rookie alderman had no intention of being alone if it came down to tying himself to the tracks. He predicted that Alderman Murray would be with him.

Similarly, the politicians were being unkind to pre-game predictions. Committee Chairman Alderman Merling thought the politicians would split 8-1 in favor of the recommendation with Dominic Agostino being the only holdout. For his part, the rookie alderman had no intention of being alone if it came down to tying himself to the tracks. He predicted that Alderman Murray would be with him.

So at the end we had Mr. Merling in the chair flanked by Aldermen Agro, Kiss, Copps, and Agostino and four empty chairs. Alderman Agro, whose ward contains both stations, moved that support be given to the recommendation of the planning and development committee. A 4-1 split, right? Wrong, not even close.

## Unpredictable

The motion was met with silence when what it desperately needed was a seconder to even be considered. The rules do not allow that action by a meeting chairman so eager eyes focussed on councillors Kiss and Copps. The stunning silence extended and was not relieved until Mr. Merling was forced to announce the obvious, that the motion had failed for want of a seconder. Shocker at city hall stadium.

Meanwhile, no grass was growing under Alderman Agostino's cleats. He proposed support for the continued use of the CN terminal as the GO station to the delight of the audience. That meant council would be confronted by conflicting committee recommendations at its meeting of May 31 even though a short time back all the city politicians had been 100 per cent behind the TH&B.

But in the excitement, it was some time before anyone heard the second silence. There was no seconder for Mr. Agostino's motion. The momentum had swung, but it had swung to a dead halt.

What does it all mean? Technically not much. The planning and development committee recommendation will still go forward to city council; it did not require endorsement from Mr. Merling's committee, just a public hearing.

But technicalities are not everything. The politics of the GO terminal choice have definitely become more fluid, more subject to public pressure and, dare I say it, less predictable.

Ms Kiss explained her silence as being rooted in the lack of planning co-ordination involved with GO rail, the waterfront park and the Perimeter road.

Ms Copps agreed and further cited the strong support of the CN alternative from north-end residents and Jamesville merchants. "It makes me pause." It also has her thinking overtime. For example, she wants to know why there has been no examination of the possibility of using the CN lines for GO trains and piggy-backing the Perimeter Road above the tracks. Three birds with one stone.

What's going to happen next? Your prediction can't be further off than all the ones that were made before Monday's meeting.

CA4ON HBL AOS
CS1P4C

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

November 8, 1988

P5-4-7-9

TO: All CAPIC Members

RE: Next CAPIC Meeting

This is to advise you that CAPIC's next meeting has been scheduled as follows:

DATE: Friday, November 25, 1988

TIME: 9:30 a.m.

PLACE: Room 219, Second Floor, City Hall

Attached is a copy of the agenda of the upcoming meeting, as well as various documents which we thought might be of interest to you.

As usual, for those members requiring parking, a one-day parking permit will be made available in Room 219 prior to the meeting.

If you have any questions on the foregoing, please do not hesitate to contact Haig Yeghouchian at 526-4148.

Yours truly,

David Godley

David Godley
CAPIC Co-ordinator

HY:CS
Attach.

WP 0117P

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

MEETING

**Friday, November 25, 1988 at 9:30 a.m.**

**Room 219, Second Floor, City Hall**

# A G E N D A

1. Chairman's remarks.
2. Review of Minutes of the September 9, 1988 meeting.
3. Presentation on bus shelters in downtown Hamilton. Heinz Schweinbenz. (FOR INFORMATION)
4. CAPIC Program Priorities for 1989. (ATTACHMENT #1) David Godley. (FOR INFORMATION)
5. Regional Centre Bulletin. Bill Lambert. (FOR INFORMATION)
6. CAPIC Proposed Terms of Reference. David Godley. (APPENDIX #1) Update on Central Area Plan. - FOR ACTION.
7. Unfinished Business - Letter from Ted Gill regarding impact of Perimeter Road. (FOR INFORMATION)
8. Update of current development proposals. Haig Yeghouchian. (FOR INFORMATION)
9. Other business.
10. Next meeting.
11. Adjournment.

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## Room 219, City Hall

## Friday, September 9, 1988

# M I N U T E S

### Members Attending

Alderman David Christopherson - Chairman
Andrew Burghardt - McMaster University
John Eyles - McMaster University
Gloria DeSantis - Social Planning and Research Council
David Cohen - Corktown-Stinson Neighbourhood
Gil Simmons - North End
Art Lomax - Hamilton Automobile Club
Kay Nolan - Separate School Board
Russell Elman - Durand and COST

### Regrets

John Nolan - Chamber of Commerce
Brian Whiteman - Board of Education

### Staff

David Godley - Regional Planning
Haig Yeghouchian - Regional Planning
John Robinson - Community Development
Peter Baker - Hamilton Parking Authority
Sylvia Renshaw - Regional Economic Development
Caroline Floroff - Regional Planning

### CHAIRMAN'S REMARKS

1. Alderman Christopherson called the meeting to order and welcomed all members to the meeting.

### MINUTES OF PREVIOUS MEETINGS

2. David Cohen requested that the word "perhaps" be deleted from Item No. 4 of the May 19, 1988, minutes.

3. Kay Nolan suggested that the reference to "York Road" in Item No. 24 of the April 19, 1988, minutes be replaced with "York Boulevard" in order to avoid future confusion.

4. David Cohen requested follow-up action on Item No. 12 of the April 7, 1988, minutes which dealt with the gathering of additional information on the number of persons and homes that will be affected by the Perimeter Road.

5. The following Minutes of previous meetings were adopted as revised as required:

   April 7, 1988;
   April 15, 1988;
   April 21, 1988;
   April 29, 1988; and,
   May 19, 1988.

## THE CENTRAL AREA PLAN

6. Alderman Christopherson suggested that Item No. 5 of the Agenda regarding the proposed modifications to the Central Area Plan be dealt with before the preceeding items.

7. Art Lomax stated that the introductory paragraph in the Movement Section (i.e., page 22) singles out vehicles as a negative component in the downtown.

8. David Cohen questioned whether or not cars are needed in the downtown.

9. Andrew Burghardt said that, in his view, the last paragraph as modified does not represent a negative statement.

10. Art Lomax mentioned that the majority of people in the downtown use and own cars.

11. Alderman Christopherson stated that the Central Area Plan is a planning document which envisions the need to reduce the dependability on cars in the downtown. This concept does not mean that cars will be eliminated in the Central Area.

12. The Committee as a whole, after discussing the merits of the last paragraph in the introduction of Section 4.8 movement, agreed to the following wording:

    "An effective transportation system must achieve a proper mix of all forms of movement. Planning should provide for an appropriate mix of pedestrians and vehicles to achieve a balance between accessibility and a healthy environment. Continued monitoring of the traffic flows and volumes will be undertaken so as to provide the basis for making necessary adjustment in the future."

13. Roland Karl explained that a woonerf is a traffic control device which allows vehicles and pedestrians to jointly use the paved portion of a roadway.

14. David Cohen stated that woonerfs would provide a unique opportunity in the Central Area to facilitate pedestrian movement and to intensify the use of existing roadways by pedestrians.

15. Roland Karl said that the reference to "woonerfs" should only be made in the Movement Section of the Plan.

16. The Committee as a whole, after discussing the concept of woonerfs, decided to delete any reference of "woonerfs" from the Plan.

17. The Committee agreed to incorporate the following new policy in Section 4.5, Parks and Open Space:

> "New Open Space and Park need to be created by means of the exploration of new concepts, such as the conversion of streets, indoor parks, and the use of other public space which could be designated as Parks and Open Space."

18. The Committee agreed to incorporate a number of editoral changes to the proposed Central Area Plan.

19. The Committee as a whole endorsed the proposed Central Area Plan as revised and authorized the preparation of a technical report recommending the approval of the Plan to the Planning and Development Committee.

20. Alderman Christopherson thanked the members of the Committee for participating in the meeting and invited everyone to the Planning and Development Committee meeting to be held on September 28, 1988.

**ADJOURNMENT**

21. The meeting adjourned at approximately 2:15 p.m.

HY:CS
0117P

ATTACHMENT #1

# CAPIC PROGRAM PRIORITIES FOR 1989

1. **CAPIC TERMS OF REFERENCE** - A draft has been prepared as a result of discussions earlier this year. The Committee has not taken a formal position on this matter due to other priorities. This matter is included in the agenda, since it may be appropriate to take action soon after the new Council is elected. Further discussion is needed before recommendations can be made. (APPENDIX #1)

2. **DOWNTOWN ACTION PLAN** - The Downtown Action Plan was prepared in 1983 and formed the basis for the downtown streetscaping program. The Plan needs to be reviewed in light of the new Central Area Plan.

3. **CENTRAL BUSINESS DISTRICT STUDY** - The City has received grant approval from the Ministry of Municipal Affairs. The Departments are gearing up to start the Study at the beginning of the year. CAPIC will function as the advisory group prior to preparing a final recommendation to the Planning and Development Committee. The terms of reference are included in (APPENDIX #2).

4. **PERIMETER ROAD** - Participation in the review of the functional designs for the Perimeter Road. Decisions still have to be made on the Wellington, Victoria and Bay Streets interchanges, as well as details along the full length of the road.

5. **REGIONAL TRANSPORTATION STRATEGY** - Review the overall transportation network in the Region in the context of the traffic and movement policies in the new Central Area Plan. A transportation study of the downtown should also be considered.

6. **TRUCK ROUTE REVIEW** - Review the existing truck routes in the Central Area in light of the growing concerns regarding through truck traffic on the existing road network.

7. **PUBLIC PARTICIPATION POLICIES** - The Central Area Plan specifically introduces public participation policies for the Central Area. A study is needed to show how these can be applied.

8. **EDMONTON PRIDE** - Review Edmonton's Downtown Development Corporation to see if there is application to downtown Hamilton.

9. **CENTRAL AREA PLAN IMPLEMENTATION** - Review the Central Area Plan Implementation Strategy. Appendix #3 includes the Implementation Studies Program previously prepared in conjunction with CAPIC. A list of studies to be undertaken by the Planning and Development Department together with other possible studies. (Appendix #4).

10. **HIGH DENSITY STUDY**

    The Planning Committee referred a series of recommendations on High Density Housing to CAPIC. These require reviewing and incorporating into the Central Area Plan as an amendment.

HY:CS
WP 0117P

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## TERMS OF REFERENCE

The mandate of the committee is to advise the Planning and Development Committee on planning matters relating to the central area including:

1) the Central Area Plan, its update and revision;

2) strategies for implementing the policies of the Central Area Plan;

3) commenting on proposals which impact on central area plan policies;

4) supply representatives to other committees to give a central area point of view.

- The committee will be made up of representatives of organizations and individuals who together form a knowledgeable and balanced group. See Appendix "A" for current membership.

- Changes in membership will be submitted by CAPIC to the Planning and Development Committee.

- A Chairperson and Vice-Chairperson will be elected by CAPIC, one of whom will be a member of City Council.

- The Planning and Development Department will be responsible for co-ordinating the committee.

Background

- The Central Area is identified as an area bounded by Queen, Victoria, the Escarpment and the Bay.

- A Central Area Plan was prepared by the Central Area Plan Advisory Committee during 1979 and 1980.

- The plan was adopted by Council in 1981 following which a new committee was struck to guide the preparation of the Downtown Action Plan.

- The Downtown Action Plan Committee was then formed to install the streetscaping recommendations of the Plan and at that time the need for a policy oriented committee was identified.

- The Central Area Plan Implementation Committee (CAPIC) was formed by Council in February 1984 to concentrate on policy issues and their implementation.

- Since 1984 CAPIC has undertaken a major review of the Central Area Plan as well as providing advice to the Planning and Development Committee on an ongoing basis.

D.G.:nd
W.P. DOC. 0463P

# THIRD DRAFT TERMS OF REFERENCE

# CENTRAL BUSINESS DISTRICT STUDY PROPOSAL

## INTRODUCTION

The purpose of the proposal is to:

1. Provide the BACKGROUND to the study.
2. Define the OBJECTIVES of the study.
3. Outline the STUDY APPROACH.
4. Define the process including PUBLIC PARTICIPATION AND TECHNICAL SUPPORT.
5. Give a TIME SCHEDULE for the study.
6. Provide STUDY COSTS.

## 1. BACKGROUND

- Central Hamilton has been designated in both the Regional Official Plan and the City of Hamilton Official Plan as a Regional Centre serving all residents in Hamilton.
- The Central Area of Hamilton is recognized as being paramount importance to the economic health and viability of the Region.
- Consequently, a Central Area Plan was prepared and adopted by City Council in January, 1981 to guide the growth of the downtown and Central Area.
- The basic thrust of the Central Area Plan is to create a functionally efficient and environmentally attractive high density, mixed use area.
- The Central Area Plan Implementation Committee (CAPIC) (see Section 4) has spent the last two years reviewing and updating the document and has recently unanimously approved an updated Central Area Plan reinforcing and carrying further the thrust of the current plan. It is expected that the new Central Area Plan will be adopted by Council as an Official Plan Amendment in September, 1988.

- The Economic Development Strategy, which was adopted by the Region in January, 1987, incorporates the quality of life/economic development strategies of the Central Area Plan.

- The basis for the Central Business District (C.B.D.) Study is in the Central Area Plan's Implementation Strategy which requires the policies of the Central Area Plan to be elaborated on by providing a block-by-block analysis and vision of the future.

- The plan will establish a framework of potential land uses, pedestrian facilities, parking nodes and transit services to guide and encourage new development.

- The C.B.D. plan would be in the form of a diagrammatic map showing three-dimensional development rather than written policies, although there may be the need to amend the Central Area Plan, the Neighbourhood Plans and the +15 policies.

- The C.B.D. plan is particularly timely since:

  1) The Central Area Plan objectives have recently been reaffirmed and the policies updated and refined. The policy framework is therefore current.

  2) The downtown parking study will soon be completed. This will provide the basis for the C.B.D. study.

  3) A current transit study will shortly be reaching a conclusion about a GO rail and long distance bus termini in Hamilton. The proposed transit node is a major element for determining the functioning of the C.B.D.

  4) The Perimeter Road study has recently reaffirmed a concept for a new by-pass for the C.B.D. and will establish design details during 1988. The Perimeter Road is a key element in increasing accessibility to the C.B.D. and allowing for further environmental upgrading.

  5) The streetscaping improvements initiated as part of the Downtown Action Plan are nearing completion. New priorities for streetscaping need to be established.

  6) The +15 policies require updating since they are outdated. A review tied into the street level pedestrian system is needed.

  7) The High Density Residential Study has highlighted the need for additional housing in the Central Area and particularly, the Central Business District.

  8) The Central Area is continuing to experience development pressures which could result in major changes to the form of the downtown.

- A C.B.D. plan would provide:

    1) A vision of the future and a vehicle for comprehensive co-ordination for the growth of the C.B.D.

    2) A strong framework for the City to make decisions about C.B.D. development.

    3) A strong framework for developers and businesses and consequently an incentive for investment and economic regeneration.

    4) The basis for municipal budget decisions.

    5) An evaluation basis for individual projects both private and public.

    6) An implementation strategy for economic development.

- Such documents do not appear to be widely used in Ontario. The project will be on the forefront of Planning in the Province and would help project Hamilton's image as a progressive community. The Province could use the project for educational purposes at conferences and workshops by involving staff and decision makers from Hamilton. Sharing information with other municipalities would help the Province carry out its municipal affairs role.

## 2. OBJECTIVES

It is proposed that the C.B.D. Study provide a detailed plan for development and redevelopment in the downtown.

The purpose of a C.B.D. Study will be:

1. To define a Central Business District boundary;

2. To investigate and review the inter-relationship of current and future land use and specify district uses and designs in detail.

3. To define the role of roads in the central area as a framework for pedestrian and vehicular traffic and examine opportunities for vehicular and pedestrian separations;

4. To define nodes of parking, including the location of multi-storey car parks;

5. To define areas for potential commercial, residential and other redevelopment in the C.B.D.

6. To outline development scenarios for key blocks, with emphasis on the area surrounding Gore Park. This will be done through Planning Design Briefs which will refine land use and urban design requirements;

7. To attract developers to the C.B.D. by providing a planned development scheme which will result in a high quality and efficient environment in which to invest;

8 To address suitable locations and designs for open leisure space as part of a pedestrian system;

9. To outline means of making commercial streets in the C.B.D. more attractive to pedestrians; and,

10. To provide links to surrounding commercial and residential nodes in outlying areas (e.g., Hess Village).

## 3. STUDY APPROACH

The Study will be undertaken in the following phases:

- o Phase 1 (BACKGROUND) will examine current trends in the downtown, delineate a C.B.D. boundary and identify opportunities and constraints to development.
- o Phase 2 (ANALYSIS) will analyze trends and opportunities for potential development.
- o Phase 3 (POLICY DEVELOPMENT) will define specific land use designations and policies to guide development in the downtown.
- o Phase 4 (DEVELOPMENT STRATEGIES) will outline development strategies for specific blocks in the downtown.
- o Phase 5 (IMPLEMENTATION) will consist of the implementation of the Study.

## PHASE 1 - BACKGROUND

Phase 1 will review current conditions and trends affecting the Central Business District. In addition, a C.B.D. boundary will be defined during the phase of the Study.

This phase of the study will consist of the following steps:

1. Identify the C.B.D. boundary. To date, specific boundaries for the City's C.B.D. have yet to be established.

2. Review current policies which affect development and land use in the Central Business District, including:

   - o Regional Official Plan;
   - o Hamilton Official Plan;
   - o Downtown Action Plan;
   - o Regional Economic Strategy;
   - o Neighbourhood Plans; and,
   - o +15 policies.

3. Establish a hierarchy of roads and pedestrian routes in the Cental Area.

4. Identify development constraints in the Cental Business District. These constraints include:

   - o land costs;
   - o heritage buildings and areas;
   - o zoning and site plan regulations;
   - o market conditions; and,
   - o condition of buildings.

5. Review past trends relating to:

   - o demographic and household characteristics;
   - o employment;
   - o development activities;
   - o land uses;
   - o business activities;
   - o movement (pedestrian, traffic, transit and bicycles); and,
   - o parking and loading.

   Background information and presentation panels will be prepared and reviewed by CAPIC and the Technical Committee. Consultants will be hired and used on a technical and advisory basis.

PHASE 2 - ANALYSIS

This phase of the Study will examine and identify opportunities for redevelopment in the Central Business District, particularly key blocks which are presently vacant or underutilized. In addition, the Study will analyse the present and future functions of areas within the C.B.D. and identify opportunities for linkages.

Phase 3 of the study will include the following steps:

1. Analyse need for facilities and services.

2. Identify key properties, block and areas on which development or redevelopment would be appropriate. These will be primarly vacant and underutilized sites or have potential for rehabilitation. During this exercise, areas which merit preservation will also be identified.

3. Analyse the potential for changes in land uses and activities and identify preferred land use on a property basis.

4. Examine the inter-relationship of buildings and areas. Existing and potential linkages between areas will also be identified.

5. Review problems and issues associated with development and activities within the C.B.D., e.g., parking, through-traffic and pedestrian movement.

6. Identify unique areas which may merit special policy attention, e.g., transitional, institutional or government services, retail, mixed use, residential and office areas.

7. Address the impact of policies and regulations on C.B.D. development. Examples include current restrictions and opportunities for residential or mixed use development.

Work will be reviewed by the Technical Committee. Meetings will be held with appropriates agencies, including CAPIC, for information purposes. Consultants will be used in an advisory capacity.

PHASE 3 -POLICY DEVELOPMENT

Land use and urban design options will be developed, evaluated and preferred concept developed. The need for policy changes will be reviewed.

Steps in this phase will be:

1. Generation of alternative land use and urban designs. Potential land uses at various levels will be identified and the pedestrian linkages of the internal block will be established. Entrance points of each block will be worked out to ensure that the inter-relationship of each block, as well as, the overall development of the C.B.D. functions well.

2. Evaluation of Options

Work will be reviewed by Technical Committee. Meetings will be held with appropriate agencies, including CAPIC, for information purposes. A consultant will be used extensively to prepare designs, renderings and isometric drawings on a block-by-block basis. A computer aided design system will be used as necessary. An open house will be held.

## PHASE 4 - DEVELOPMENT STRATEGIES

Phase 4 of the Study is intended to calalyse development on key blocks. Planning design briefs will be prepared for guidance of publicly and/or privately owned blocks.

Steps in this phase are:

1. Development of a blueprint for the future will be established in map form. Although developments may not follow the blueprint, the overall concept should be preserved.

2. Review of Central Area Plan, Neighbourhood Plan, and other policies to determine need for changes.

3. Identify blocks based on the importance of the block for redevelopment and to the C.B.D.

4. Develop a planning design brief including land use, massing, setbacks, heights, pedestrian linkages, servicing, historic preservation, etc. Visual representations will be prepared to suggest type and appearance of possible development.

Work in this phase will be reviewed by the Technical Committee. A consultant will be used to prepare the preferred concept and illustrate the planning design briefs. A computer aided design system will be used as necessary. A public meeting will be held to review the development strategies. Meetings will be held with appropriate agencies, including CAPIC, for input.

## PHASE 5 - IMPLEMENTATION

This phase will involve a final report which will include recommendations on:

- the C.B.D. plan;
- the necessary policy changes; and,
- setting up the mechanisms for initiating development on key blocks and monitoring.

The work will be reviewed by the Technical Committee. Meetings will be held with appropriate agencies, including CAPIC, for input. Agency comments will be incorporated as appropriate. The document will be presented to the Planning and Development Committee and Council at a public meeting and the necessary approvals will be obtained from Council.

## 4. PUBLIC PARTICIPATION AND TECHNICAL SUPPORT

The involvement of a Technical Committee and the Central Area Plan Implementation Committee has already been noted in the Study Approach. A Technical Committee would be formed from the following agencies:

- Planning Development Department;
- Community Development Department;
- Parking Authority;
- Traffic Department;
- Economic Development Department; and,
- Ministry of Municipal Affairs.

The current CAPIC membership is as follows:

Alderman David Christopherson (Chairman)
John Nolan (Vice-Chairman), Chamber of Commerce
Dr. Andrew Burghardt, (Dr. Bill Anderson, alternative), McMaster University
Mark Boyak, Hamilton Real Estate Board
Bruce Charlton, Past Chairperson
Russell Elman, Coalition on Sensible Transit and Durand Association
Ozzie Ferguson, United Senior Citizens of Ontario
Rev. Charles Forsyth, First Place
Arthur Lomax, Hamilton Automobile Club
Howard Mark, Local Architectural Conservation Advisory Committee
Gabriel Etele, Downtown Business Improvement Area
Kay Nolan, Hamilton-Wentworth Roman Catholic Separate School Board
Bruce Rankin, Hamilton Society of Architects
Gillian Simmons, North End Neighbourhood
Gloria DeSantis (Clodagh Stoker-Long, alternative) Social Planning and Research Council
Marvin Wasserman, King East Business Association
David Cohen, Corktown Stinson Neighbourhoods

Other relevant agencies, such as the Urban Design Committee, LACAC (Subcommittees of the City's Planning and Development Committee) will be consulted for input.

The general public will be involved at a public open house at the end of phase 3, at a public meeting in phase 4, and the joint council presentation in phase 5.

The Planning and Development Department will co-ordinate the project. Architectural/Urban Design Consultants will be used to supplement in-house expertise.

## 5. STUDY TIMING

It is anticipated that the study will take 15 months of lapsed time, starting in August, 1988 (see Appendix 1).

## 6. STUDY COSTS

The total cost of the study is estimated to be $70,110 broken down in Table 1.

It is anticipated that funding for 50% of the Study Costs could be provided from the Ministry of Municipal Affairs in the form of a Community Planning Grant. The City would be responsible for the remaining costs of the study, which would be derived from the Planning Department budget, through assignment of Planning staff and support services.

DG:CS
0186P

# CENTRAL BUSINESS DISTRICT STUDY

## ESTIMATE OF STAFF TIME AND COSTS

STAGE I

| Phase 1 | BACKGROUND | DAYS | COST $ | |
|---|---|---|---|---|
| | Manager | 5 | 1,190 | |
| | Planner 1 | 10 | 1,890 | |
| | Planner 3 | 10 | 1,540 | |
| | Student | 60 | 8,100 | |
| | | 85 | 12,720 | |
| Phase 2 | ANALYSIS | DAYS | COST $ | |
| | Manager | 5 | 1,190 | |
| | Planner 1 | 25 | 4,725 | |
| | Planner 3 | 25 | 3,850 | |
| | Student | 05 | 675 | |
| | | 60 | 10,440 | |
| Phase 3 | POLICY DEVELOPMENT | DAYS | COST $ | |
| | Manager | 10 | 2,380 | |
| | Planner 1 | 15 | 2,835 | |
| | Planner 3 | 20 | 3,080 | |
| | | 45 | 8,295 | |
| | Total | 190 | | $ 31,455 |

STAGE II

| Phase 4 | DEVELOPMENT STRATEGIES | DAYS | COST | |
|---|---|---|---|---|
| | Manager | 10 | 2,380 | |
| | Planner 1 | 25 | 4,725 | |
| | Planner 3 | 20 | 3,080 | |
| | | 55 | 10,185 | |
| Phase 5 | IMPLEMENTATION | | | |
| | Manager | 5 | 1,190 | |
| | Planner 1 | 20 | 3,780 | |
| | | 25 | 4,970 | |
| | Total | 80 Days | | $ 15,155 |

Planning Department Staff Time - Overall Total 270 Days $ 46,610

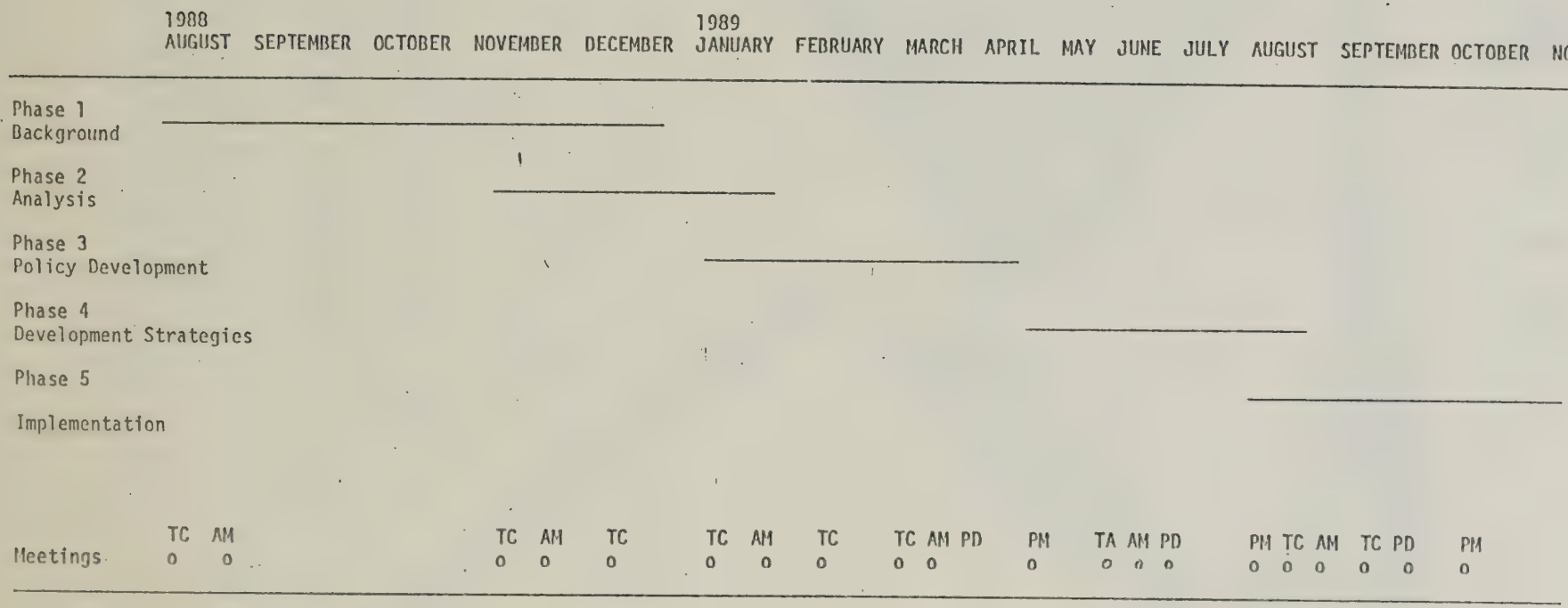
SUMMARY COST

| | $ Stage I | $ Stage II | TOTAL |
|---|---|---|---|
| Planning Department Staff (255 days) | $31,455 | $15,155 | $46,610 |
| Consultant | 7,500 | 2,500 | 10,000 |
| Cartographic and Technical Support | 5,000 | 2,000 | 7,000 |
| Printing/Secretarial/Administrative | 1,000 | 4,000 | 5,000 |
| Computer | 1,000 | 500 | 1,500 |
| TOTAL | $45,955 | $24,155 | $70,110 |

BJ:DG:CS

0186P

## CENTRAL BUSINESS DISTRICT - SCHEDULE

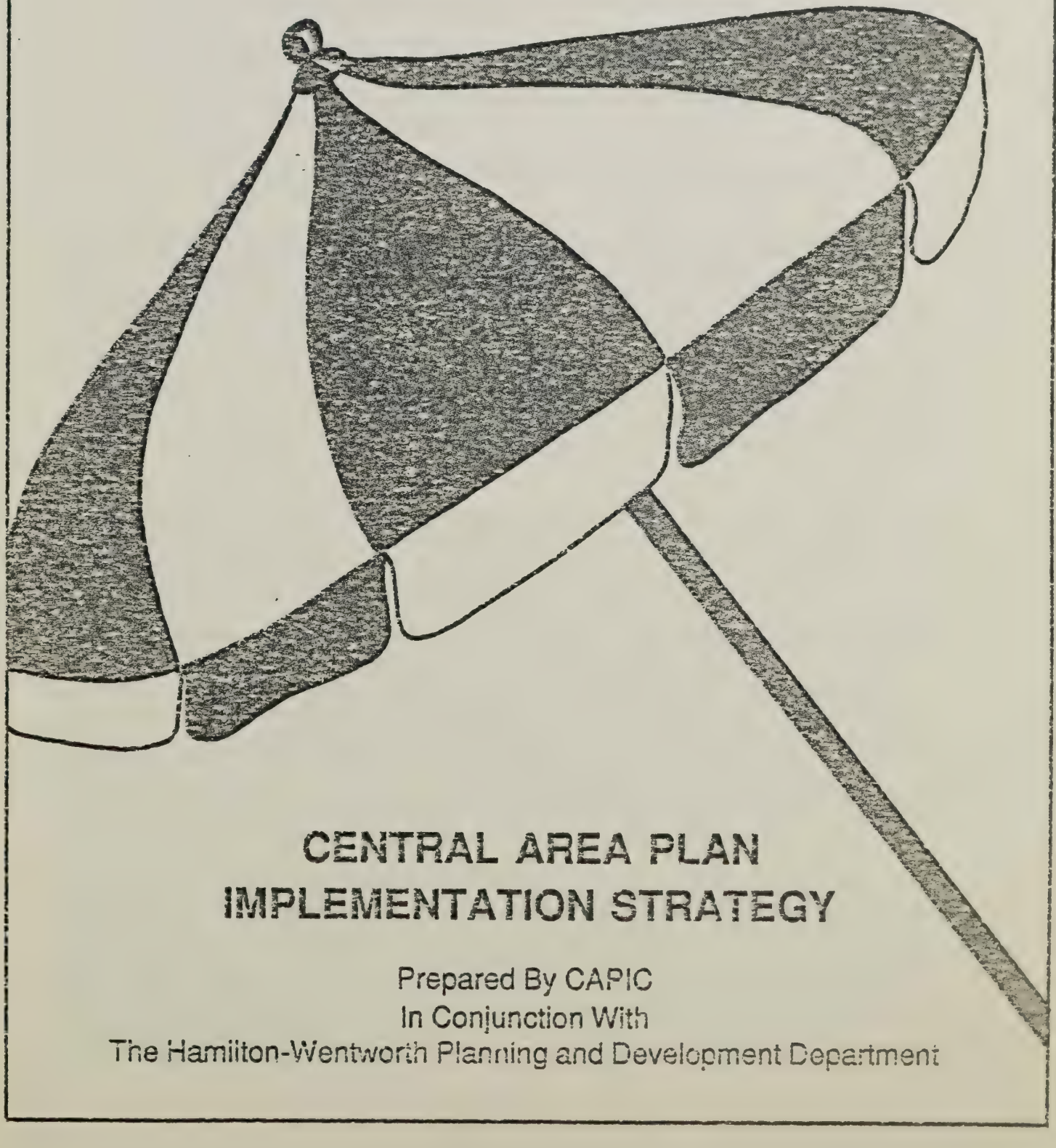



TC Technical Committee
AM Agency Meetings including Central Area Plan Implementation Committee (CAPIC)
PD Planning and Development Committee
PM Public Meeting
C Council

City of Hamilton

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

# C.A.P.I.C.



# CENTRAL AREA PLAN IMPLEMENTATION STRATEGY

Prepared By CAPIC
In Conjunction With
The Hamilton-Wentworth Planning and Development Department

## ACTIONS AND STUDIES

Implementation of the Central Area Plan will occur through:

- recommendations by the Central Area Plan Implementation Committee (CAPIC);
- actions by various City and Regional Departments;
- actions by various committees and agencies;
- preparation of Terms of Reference for various studies;
- provision of appropriate funding for studies and actions to be undertaken; and,
- coordination of priorities on a detailed basis for implementation.

Many studies are suggested as a result of the policies contained in the Plan and provide CAPIC with a flexible plan of action for the implementation of the Central Area Plan. Studies are necessary because the policies may have wide ranging ramifications, show a significantly different direction or require expenditure of considerable amounts of money in order to materialize. Studies will examine policies recommended in the Plan within the context of other policies and actions, the existing situation, the costs and benefits of the action, the expected results and recommendations for further action or a different course of action.

It is CAPIC's role to recommend when these actions are to be undertaken. CAPIC should have input to all Terms of Reference for recommended studies. CAPIC should also have the opportunity to review and comment on recommendations prior to completion of the studies.

Studies recommended in the Plan are listed in the Implementation Studies Program. These studies are priorized according to importance and potential benefit to the Central Area. These include the Commercial Facades Study, the CBD Study, Streetscaping Priorities and Bicycles. Priorities may change over time and should be re-evaluated on a regular basis by CAPIC. In addition, priorities must be co-ordinated so that related aspects of an area or issue are addressed at the appropriate time to ensure optimum return on expenditure and best results. The expedition of actions to accomplish the aims of the Plan is critical.

Actions listed generally follow from the policies outlined in the Plan. The actions are intended to detail how the policies will be implemented, and by whom. The actions are intended to ensure that the policies are translated into visible, tangible change and improvement in the Central Area so that it fulfills its role as the Regional Centre and provide a basis for CAPIC to implement the Plan. Inherent in all considerations is the need for efficient processing of implementation measures and improvements where necessary.

These actions provide a strategy for CAPIC for the implementation of the Central Area Plan. It is CAPIC's role as the implementors of the Plan to review these actions, outline priorities and recommend the actions to be undertaken.

It is recognized changing circumstances may warrant changes in actions or additional actions. Therefore, it is noted that this strategy is flexible and may be subject to CAPIC's change.

# IMPLEMENTATION STRATEGY

## ACTIONS

## DOWNTOWN CORE

1. The Durand, Corktown, Beasley and Central Neighbourhood Plans will be reviewed during the regular Neighbourhood Plan review process to comply with the Central Area Plan and particularly the Commercial Centre designation.

2. City Council will work with developers through the Real Estate Department when the sale of City owned land is involved, or request the Region through the Economic Development Department when the downtown is being promoted, to encourage maximum use of the site for high-density commercial uses. When lower intensity development is proposed, provision should be made for additional development at a later date.

3. City Council will draw up Terms of Reference for and initiate a Central Business District (CBD) Study, including CBD boundaries, to address the specific requirements of the downtown core and to develop detailed policies and actions to fulfill those requirements.

4. City Council will initiate a study of the "I" zoning district by areas, such as James North and King East, with a view to modification for more appropriate development in terms of type, density, scale, site, lot coverage, setbacks, etc. Infilling, intensification and rehabilitation will be encouraged over expansion of the commercial area.

5. City Council will request the Region through the Economic Development Department to develop a real estate ledger showing the availability of commercial premises, including re-use of existing buildings.

6. City Council will request the Region through the Economic Development Department to promote downtown Hamilton.

7. City Council will draw up Terms of Reference and initiate district studies examining land use, heritage, urban design and traffic issues with an advisory committee for each area such as King East, James South, Hess Village, Main East, etc.

8. City Council will review the Downtown Action Plan to update its recommendations and complete uninitiated recommendations.

9. City Council will initiate amendments to the zoning by-law as recommended by the various district studies or neighbourhood plans review.

10. City Council will actively search for and participate in funding programs designed to upgrade commercial areas, such as the Main St. Program, Commercial Facades, various Heritage Programs, etc.

11. City Council will consider incentives for new development in the form of land acquisition, provision of a parking structure, city initiative, or other encouragement to act as a 'seed' for desired development.

12. City Council will implement the recommendations in the James North Heritage Study.

13. City Council will amend the Site Plan Control By-law to include all areas within the Commercial Centre designation.

14. City Council will address suitable locations and designs for open leisure space through the CBD Study as part of the pedestrian system and through the CBD Architectural Design guidelines which will outline treatment for open spaces.

15. City Council will continue to work with the Downtown BIA, other BIA's, groups and organizations to review and encourage appropriate activities in the Central Area. An Events Programming study and implementation program may be pursued.

16. City Council, through the Community Development Department, will continue its assistance to the Business Improvement Areas.

17. City Council will facilitate the formation of new Business Improvement Areas. (Policy 4.3)

18. City Council will encourage all downtown Business Improvement Areas to form an umbrella association for the promotion of Downtown interests. (Policy 4.3)

19. City Council will examine and implement ways to provide parking in particular hours to benefit the downtown. (Policy 4.4)

20. City Council will implement the Hamilton Housing Development Incentives Program to recommend ways to introduce more housing into the Downtown Core and Central Area. (Policy 5.1, 5.2)

21. City Council will include review of the "I" zoning districts to facilitate residential use either on its own or in mixed use buildings in the general review of the "I" district mentioned in Action 4. (Policy 5.3)

## MIXED USE AND MIXED INDUSTRIAL/COMMERCIAL USES

1. The zoning by-law will be reviewed and amended as appropriate.

2. City Council will publicize its desire for appropriate new industry to locate in the Central Area.

3. City Council will request the Region through the Economic Development Department to promote the location of appropriate industrial uses in the Central Area.

4. City Council will request the Region through the Economic Development Department to establish a data bank of available industrial space in the Central Area.

5. City Council will approach other levels of government regarding training programs to develop a skilled labour force for the types of industries desired in the Central Area, including tourism-related.

6. Council will consider various measures to encourage relocation of unsuitable industrial uses, such as site selection, financial aid and/or compensation, or acquisition of property.

## NEIGHBOURHOOD RESIDENTIAL USE

1. The Durand, Corktown, Beasley, Central and North End East and West Neighbourhood Plans will be reviewed during the regular Neighbourhood Plan review process to comply with the Central Area Plan, and particularly the aims for the Neighbourhood Residential designation.

2. City Council will draw up Terms of Reference and initiate a residential zoning review to recommend changes which will ensure residential development which meets the aims of the Central Area Plan.

3. City Council will facilitate the location of municipal non-profit housing and other forms of assisted housing in the Central Area.

4. City Council will request the Traffic Department and Planning Department to work together on a traffic study to minimize traffic impacts in neighbourhoods. Policy 1.1, 1.3)

5. City Council will request the Region to upgrade Regional roads on the periphery of neighbourhoods after study of the impacts on adjacent areas and relationship to the entire traffic system.

6. City Council will apply Site Plan Control to all strip commercial developments within or adjacent to the Neighbourhood Residential designation.

7. City Council will continue to participate in and promote the various housing renewal and rehabilitation programs provided by the Federal and Provincial governments.

8. City Council will continue to participate in and promote the improvement of neighbourhood residential areas through programs such as the Ontario Neighbourhood Improvement Program (ONIP) and the Programme for Renewal Improvement Development and Economic Revitalization (P.R.I.D.E.).

9. City Council will continue to explore and participate in special assistance programs and initiatives to preserve and rehabilitate older housing.

10. City Council will implement Section 33(7) of the Demolition Control provisions in the Planning Act.

11. City Council will encourage the Province to amend the demolition control legislation to provide more control of demolitions.

12. City Council will request the Building Department to step up enforcement of the Property Standards By-law.

13. City Council will initiate architectural design guidelines for each of the residential neighbourhoods, once updated Neighbourhood Plans have been adopted.

14. City Council will encourage architectural design contests to design suitable low-rise, medium-density developments.

15. City Council will collaborate with social service agencies and community service groups regarding need and optimum location for community facilities and services.

16. City Council will collaborate with social service agencies in assessing the social impacts of new development on residential neighbourhoods.

17. City Council will encourage School Boards to keep schools open and support family housing to augment low enrolment.

## PARKS USE

1. City Council will request the Parks Expenditure Review Committee to increase the priority of Central Area Parks designations, and improve the quality of development, particularly in Corktown and Beasley Neighbourhoods.

2. City Council will undertake an Escarpment Master Plan providing a concept plan for recreational development of the Escarpment.

3. City Council will make budget provisions for park acquisition and development in the Central Area.

4. City Council will draw up Terms of Reference and undertake a categorization study of parks and open space in the Central Area. All types of parks and open space will be included from visual parks to action-oriented sports and recreation areas.

5. City Council will ensure that large parks serving a community area are set aside for active play space and amateur sports and that neighbourhood parks serving the immediate neighbourhood are used for passive recreation and playgrounds for young children. Council will request the Department of Culture and Recreation and the Parks Department to work with Planning Department staff to develop reasonable park use facilities and programs for Central Area parks.

## WATERFRONT RECREATION USE

1. City Council will support implementation of the Waterfront Master Plan as a concept and other appropriate waterfront development.

2. City Council will continue to discuss appropriate land uses for the waterfront area.

3. City Council will continue to provide and seek funding to implement waterfront development plans as approved.

4. City Council will expedite completion of the North End Traffic Study and implementation of its recommendations, as approved.

5. City Council will ensure appropriate shoreline access as part of the implementation of the Waterfront Master Plan.

6. City Council will conduct a specific waterfront to downtown linkage study.

7. City Council will implement recommendations in the Waterfront Master Plan for linkage via pedestrian and bicycle paths from the waterfront area to Dundurn Castle.

8. City Council will ensure visual access to the Waterfront in its plans for the development of the shoreline and adjacent area.

GENERAL USES

1. City Council will implement the recommendations of the Master Plan for Culture and Recreation, where appropriate.

2. The Durand, Corktown, Beasley, Central and North End Neighbourhood Plans will be reviewed during the regular Neighbourhood Plan review process, regarding institutional uses, suitable sites, etc.

3. City Council will amend zoning by-laws as required as a result of the Neighbourhood Plan review process.

4. City Council will encourage School Boards to permit the use of schools after school hours.

5. City Council will request the School Boards to discuss any relevant new policy, particularly with community groups.

6. City Council will liaise with School Boards whenever a school closure is contemplated.

7. City Council will encourage communication between School Boards and neighbourhood or community groups.

8. City Council, in co-operation with the Region, will undertake a tourism/ promotion study to draw tourists and conventions to the Central Area and develop an overall tourism strategy.

9. City Council will make budget provisions for tourism promotion. This may include cultural events, festivals, attractions, specialty stores, etc.

10. City Council will co-operate with the Region to implement various tourist promotion strategies and measures, such as improved signage.

11. Neighbourhood Plans review will include tourist facilities in appropriate locations. The need for tourist lodgings on a modest scale will be addressed.

12. Council will make provision in its budget for municipal expenditure on certain facilities or the granting of concessions or tenders for operation of facilities to encourage the private sector. Such facilities could include a restaurant with a view on the Escarpment Brow, reinstallation of the incline railway, boat tours of the Bay, sight-seeing tours throughout the Central Area, etc.

13. City Council will ensure that the necessary supporting facilities such as hotels, parking, etc. are available to serve the tourist population.

14. City Council will draw up Terms of Reference and initiate a study in conjunction with the Region, Social Planning and Research Council and other interested or affected departments and agencies to determine the appropriate number and locations of needed services, e.g. day care, group homes, emergency housing, facilities for seniors, singles and the disabled, employment counselling, sports facilities, exercise centres, drop-in centres, health clinics, etc. Wherever feasible, such services will be located within office and residential buildings which are accessible to the handicapped. Once this study is complete and recommendations adopted, Neighbourhood Plans will be reviewed accordingly.

15. City Council will draw up Terms of Reference and initiate a study of appropriate services, needs and locations for senior citizen services and facilities including a seniors recreation centre. Such services and facilities may include level walking surfaces, elevators and escalators, rest areas, benches, drinking fountains, convenient shopping and entertainment.

16. City Council will provide or seek out funds to provide the necessary services and facilities.

17. City Council will implement the recommendations of the Master Plan for Culture and Recreation.

18. City Council will actively search out an appropriate downtown location for an outdoor skating rink and develop it as soon as possible.

19. City Council will develop a detailed plan and program for outdoor concerts and other spectator events, with the assistance of community groups and business people (B.I.A.'s).

20. City Council will request the Region to take immediate steps to implement the separation of storm and sanitary sewers in the lower City to prevent sewage overflows into the Bay.

21. City Council will support the Ministry of the Environment in its efforts to improve the water quality of the Bay.

22. City Council will request the Arts Council, the Urban Design Committee and other appropriate groups to establish a municipal arts policy and implementation program.

23. City Council will make provision in its budgets to assist with funding as necessary for the municipal arts program.

24. City Council will draw up Terms of Reference and initiate a feasibility study for an indoor leisure centre.

25. The appropriate rezoning and promotion will occur once feasibility is established for the indoor leisure centre.

26. City Council will develop Terms of Reference and initiate a study of convenient shopping hours including impact on sales, merchants, shopper attitudes, competition, alternatives, spin-offs, participation, benefits and disbenefits.

27. City Council will request the Urban Design Committee to consider recreational and leisure facilities in new developments.

## MOVEMENT

1. City Council, in conjunction with the Region, will initiate and draw up appropriate Terms of Reference for a comprehensive, co-ordinated, strategic transportation study examining traffic needs in the Central Area. Matters to be addressed include: pedestrian movement, streetscaping improvements, the impacts of street widenings, heritage areas and other planning goals for the Central Area.

2. City Council will implement the approved study recommendations and request support and assistance from other levels of government, including the Region.

3. City Council will, from time to time, review and update the transportation study, particularly when new developments are proposed or constructed, which will significantly alter the traffic pattern or the potential for changing the traffic pattern in the Central Area.

4. City Council will budget for and request financial assistance from other levels of government for roadway improvements.

5. City Council will request the Region through the Regional Transportation Department to design interchanges for a perimeter road to provide access into the downtown core without attracting additional "through" traffic.

6. City Council will request the Region to require detailed design study of a perimeter road so that the road neither isolates nor overwhelms adjacent neighbourhoods and the area defined by the Waterfront Study; the construction design will reduce the roadway's visual and environmental impact.

7. City Council will request the Region to require public input to the perimeter road design study from the adjacent neighbourhoods and other affected interest groups at the initial stages and throughout the planning and design process.

8. City Council will request the Region, as part of the comprehensive transportation study, to review existing traffic flow patterns in the Central Area and recommend an updated system of truck and through-traffic routes, minimizing impacts on the downtown core and residential areas.

9. City Council will implement the approved study recommmendations and request support from other levels of government, including the Region.

10. City Council will request the Region through the Regional Transportation Department to make improved road service a priority in the Central Area.

11. City Council will request the Region to reflect Central Area traffic priorities and the over-all philosophy of the Central Area Plan in its current and capital budget allocations for roads.

12. In conjunction with the over-all transportation study for the Central Area, City Council will request the Traffic Department to conduct a detailed study of each residential neighbourhood's traffic system. The Terms of Reference will specifically include traffic diversions and other measures aimed at diverting traffic.

13. City Council will request the Traffic Department to implement the study recommendations on a trial basis.

14. City Council, as part of the CBD Study, will address ways to facilitate pedestrian circulation and improve the pedestrian environment in the Downtown Core. This study will focus on the area east of James Street and also build and expand on the concepts and implementation measures already undertaken or recommended as a result of the Downtown Action Plan, the James Street North Heritage Plan, or other studies.

15. City Council will request that the CBD Study also examine in detail how various commercial streets in the Downtown Core and particularly east of James can be made more attractive to pedestrians. Consideration will be given to measures such as landscaping, sidewalk widening and enhancement, street furniture, etc.

16. City Council will authorize preparation of Terms of Reference for a detailed design study to examine and recommend an appropriate pedestrian link system between the Downtown Core, the Waterfront and adjacent commercial and residential areas. This study, conducted in conjunction with the pedestrian study for the area east of James, will consider links with Hess Village, James Street North and South, the western waterfront and with the nearby residential neighbourhoods. Consideration will be given to measures such as widened sidewalks, woonerfs, pedestrian malls, boulevards, roadway closings, utilization of lanes and alleys and walkways through public parks.

17. City Council will continue to implement measures, where appropriate, to provide improved safer design of sidewalk curb ramps, other ramps and stairways with proper handrails, escalators and elevators.

18. City Council, as part of the CBD Study, will examine vehicle/pedestrian separation in the Downtown Core. This study will be in conjunction with the pedestrian study east of James and the pedestrian link study. Consideration will be given to measures such as elevated walkways, tunnels, pedestrian precincts, arcades, etc.

19. City Council will request the appropriate departments and agencies to continue to evaluate the present '+15' pedestrian concept as currently implemented, and expand it to surrounding areas including integration with covered sidewalks as appropriate.

20. City Council will consider separation of vehicles and pedestrians in its deliberations on new facilities and developments in the Downtown Core.

21. City Council will draw up Terms of Reference for a comprehensive parking study of the downtown core. This study will examine on- and off-street parking, future requirements and optimum locations, including provision of innovatively-designed parking structures above ground, underground parking, and financing policies. This study will also include review of policies for cash-in-lieu of parking and the addition of relevant provisions in the Official Plan and Zoning By-law, a review of on- and off-street parking charges and times.

22. City Council will examine methods of financing public parking structures in the downtown core, as well as the provision of incentives to encourage use and integration with adjacent developments. Consideration will be given to special parking needs for shoppers and entertainment on weekends and in evenings.

23. The Terms of Reference for the parking study in the Downtown Core will address future requirements, optimum locations and size for parking lots and structures, as well as appropriate loading and docking facilities and locations for new developments.

24. The Terms of Reference for the parking study will include detailed study of grouping parking with new commercial and mixed-use developments in multi-level parking structures in appropriate locations adjacent to downtown pedestrian areas.

25. The Terms of Reference for the parking study will include review of on-street parking to determine efficient utilization of parking spaces at all hours, taking into account safety. The study will also examine whether changes are necessary to improve traffic flow, or where feasible, the widening of sidewalks. Where sidewalks are widened, provision for loading and parking bays will not be excluded.

26. The Terms of Reference for the parking study will include review of off-street parking lots and recommend methods to encourage their use. Such lots should be strategically located to provide maximum accessibility for vehicular traffic from outside downtown and to facilitate pedestrian access to shopping and working areas.

27. City Council will amend the zoning by-law to require screening and buffering of off-street parking lots except for signs identifying the lots, and will require the Parking Authority to undertake a comprehensive screening and buffering program of existing lots through tree-planting, fencing and other measures.

28. City Council will support the allocation of resources for maintenance and improvements to parking lots, including screening and buffering measures, and for incentives to promote use.

29. City Council will authorize Terms of Reference for a detailed bicycle study in the Central Area. This study will consider utilizing laneways, alleys, easements and parks, and alternatives to or safe use, where appropriate, of arterial and collector roads.

30. City Council will encourage provision of bicycle storage racks throughout the downtown area.

31. City Council will request the appropriate departments and agencies to implement the recommendations of the bicycle study.

32. City Council will request the appropriate transit authorities, through Regional Council, to co-ordinate schedules, and review and improve transit services affecting the Central Area, where necessary.

33. City Council will request the appropriate authorities, including the Region and the Toronto Area Transit Operating Authority (TATOA), to facilitate development of a multi-modal transportation terminal in the Central Area with appropriate parking nearby, and, if possible, connected to a major commercial development.

34. City Council will review selection of the location for the multi-modal transportation terminal, in the context of the following criteria:

    i) proximity and ease of access to other forms of public transit;

    ii) proximity to pedestrian routes;

    iii) proximity to and integration with employment/retail centres; and,

    iv) preferably located east of James.

35. City Council will request the appropriate authorities to build the transportation terminal at its preferred location.

36. City Council will request the appropriate levels of government and transit authorities, to improve commuter rail service between Hamilton and Toronto.

37. City Council will request that the appropriate levels of government and rail authorities maintain and provide for possible future improvements of passenger inter-city rail service between Hamilton, Toronto and all other centres, including the provision of a transfer point (station) to the CN (VIA) east-west main line in close proximity to the Hamilton-Burlington boundary so as to provide convenient connections with all VIA services and especially to southwestern Ontario.

38. City Council will participate with other levels of government in a railway relocation study aimed at examining priorities and feasibility of removing unnecessary rail lines from the Central Area.

39. City Council will request the appropriate authorities, such as TATOA, to maintain and improve, whenever necessary, the bus service between Hamilton and Toronto.

40. City Council will request the appropriate authorities to examine and implement ways to improve bus connections between Hamilton and surrounding communities within the Region and also with other centres, such as Brantford, Caledonia, Grimsby, St. Catharines, Niagara Falls, Guelph, Cambridge and Kitchener-Waterloo.

41. City Council will request the Region and HSR to investigate and implement, on an experimental basis if advisable, various methods to stimulate transit use such as express buses, shopper specials, jitneys, no-fare zones, shuttle buses, special rates, uniform fare zones, bus passes, reduced fares, etc.

42. City Council will provide input to studies by the Region and the HSR concerning the structuring of bus routes affecting the Central Area. These studies should take into account the future locations of the proposed multi-modal transportation terminal, other transit routes, accessibility to shopping areas, and passenger convenience, including access to bus stops. These studies will also include examination of bus lanes, route synchronization and more transfers.

43. City Council will request the Region to provide funding for implementation of the recommendations to improve public transit service.

44. City Council will support the Region in its efforts and plans to promote the use of Hamilton Airport by actively seeking to attract more airline companies to provide new and improved schedules linking Hamilton with other centres.

45. City Council will support the Region in vigorously promoting all forms of passenger use of Hamilton Airport as well as its potential as an air cargo terminal.

46. City Council will encourage direct and convenient links between the Central Area and the Airport.

URBAN DESIGN

1. The Urban Design Committee will establish Urban Design Guidelines to be used as a basis for advice and comments on issues and developments in the Central Area.

2. City Council will request the Planning and Development Committee to establish a mechanism to incorporate the recommendations of the Urban Design Committee in the planning and development process.

3. City Council will consider urban design and architectural competitions for City-owned lands, important sites and key locations in the Central Area.

4. City Council, as part of the CBD Study, will initiate a design study of block developments and areas in order to integrate development/renovation of the area and attract new development.

5. The Urban Design Committee will consider views and vistas in its Urban Design Guidelines.

6. City Council will encourage developers through discussion and negotiation to preserve views and vistas wherever possible.

7. Prior to new development, City Council will require proponents to consider impacts of snow, heat, cold, sun, wind patterns and the local microclimate to avoid negative impacts on the surrounding area.

8. City Council will investigate the most appropriate means to incorporate environmental considerations (sunlight, wind, snow, cold) in the zoning by-law or site plan by-law.

9. City Council will request the Urban Design Committee to consider the human scale in the Urban Design Guidelines.

10. Council will apply site plan control under Section 40 of the Planning Act to all new commercial and multiple residential development.

11. Council, through discussion and negotiation, will encourage developers wherever possible to take the human-scale into account.

12. Council will request the Urban Design Committee to explore the possibility of building over roads to improve circulation and utilize underused space.

13. The Urban Design Committee in the Urban Design Guidelines will advise on building setbacks, facilities for pedestrians and relationship of buildings to street and to adjacent buildings.

14. City Council will draw up Terms of Reference for a study of existing setbacks, treatment and development of architectural design guidelines.

15. City Council will consider urban design and architectural competitions for developments proposed on prominent sites.

16. City Council will ensure that the Urban Design Committee in the Urban Design Guidelines outlines plans for new buildings on prominent sites especially in regard to their functional and visual effect upon the context of the Central Area.

17. The CBD Study will incorporate a special design study for the area surrounding Gore Park.

18. City Council will review and revise the zoning by-law provisions for the area around Gore Park as a result of the study recommendations.

19. City Council will request the Urban Design Committee to monitor new development in the area surrounding Gore Park.

20. City Council will draw up Terms of Reference for detailed design studies of the areas connecting the Waterfront, Hess Village, King East, etc. with the downtown, addressing compatible development and proper pedestrian linkage.

21. City Council will request the Urban Design Committee to monitor development and pedestrian linkage in the major activity areas.

22. City Council will prepare Terms of Reference for an urban design study as part of the CBD Architectural Design Guidelines, showing how low-rise, high density structures can be developed in the Central Area.

23. City Council will request the Urban Design Committee to monitor the waterfront development to ensure high quality urban design which meets the aims of the Central Area Plan.

24. City Council will amend the Site Plan Control By-law to apply throughout the Central Area for all commercial, industrial and multiple residential developments.

25. City Council will request the Urban Design Committee to incorporate building position and statement in the CBD Architectural Design Guidelines.

26. City Council will continue to support the recommendations of LACAC in its decisions on heritage buildings.

27. City Council will provide LACAC with the resources necessary to research and identify buildings and make appropriate recommendations.

28. City Council will continue to consider the recommendations of LACAC in its decisions and priorities for Heritage Conservation Districts.

29. City Council will consider heritage conservation awards for heritage buildings preserved and rehabilitated in an appropriate manner.

30. City Council will support the establishment of Heritage Conservation Districts in the areas previously outlined by LACAC, including King East, James South, Hess Village, John/King William, MacNab/Bold, Main/James and Durand South.

31. City Council will consider various methods to preserve heritage structures such as public acquisition, re-use, new use, transfer of development rights, condominium conversion, tax incentives, rezoning, or other means.

32. City Council will request LACAC to prepare a study outlining the benefits of heritage district designation especially the financial benefits in terms of increased business, tourism, pedestrian activity and tax assessments.

33. City Council will authorize LACAC to draw up Terms of Reference for and undertake a study examining incentives for and constraints to, building preservation including zoning, Building Code, tax laws, Planning Act, grants and loans, etc.

34. City Council will continue to consider LACAC's recommendations on demolitions of significant buildings.

35. The Urban Design Committee will consider safety features whenever new development is reviewed.

36. City Council will draw up Terms of Reference for a study of safety features in design of new buildings.

37. City Council will develop Terms of Reference for establishing an energy review process for major new development.

38. City Council will consider establishing energy conservation awards where significant energy-saving measures are introduced into new or renovated buildings.

39. City Council will continue to implement the Downtown Action Plan recommendations and follow-up regarding streetscaping in the Downtown Core.

40. City Council will, through the appropriate committees, co-ordinate streetscaping, provision of street furniture, lighting, etc., in the Central Area.

41. City Council will request the appropriate department to work with commercial landowners, occupants and tenants on developing a sign control by-law.

42. City Council will encourage landowners, occupants and tenants to upgrade buildings through brick cleaning, repainting, refacing and other repairs.

43. City Council will require frequent and extensive cleaning of streets and sidewalks in the downtown core, particularly in areas of heavy pedestrian traffic.

44. City Council will encourage store owners through their BIA's to work together to keep properties clean and in a good state of repair.

45. City Council will incorporate appearance of parking lots in the Terms of Reference of the Parking Study.

46. City Council will request the Urban Design Committee to examine and recommend appropriate uses and designs for empty spaces and open areas.

47. City Council will request that the Urban Design Committee work with the Arts Council, LACAC and other appropriate committees to establish an arts policy and encourage the provision of appropriate artwork throughout the Central Area.

## COMPATIBILITY OF USES

1. City Council will develop and apply performance standards in the consideration of zoning applications through review by the appropriate agencies such as the Ministry of the Environment and the application of their standards and requirements.

2. City Council will draw up Terms of Reference and initiate a Central Area Industrial Strategy Study aimed at examining the suitability of existing industrial development, appropriate new industrial development and measures to ensure compatibility with adjacent uses.

3. The Corktown, Beasley, Central and North End Neighbourhood Plans will be reviewed during the regular Neighbourhood Plan review process to comply with the Industrial policies (Mixed Use and Mixed Industrial/Commercial Use) in this Plan.

4. Site Plan Control will be applied to all new industrial uses in the Central Area to address the need for buffering, screening, parking and access.

5. City Council will cooperate with and support Ministry of the Environment programs for reduction of air, noise and water pollution.

6. City Council will enforce its Noise Control By-law.

7. Council will zone undesirable industrial uses as non-conforming.

IMPLEMENTATION STUDIES PROGRAM

# CENTRAL AREA PLAN

## IMPLEMENTATION STUDIES PROGRAM

### CALCULATIONS

| | |
|---|---|
| Project days needed per year | 700 |
| CAPIC and Urban Design Committee Administration | 50 + |
| Days needed per year | 750 |
| Days currently allocated | 300 - |
| Extra days needed | 450 |
| 1 planner year | 225 - |
| Number of planners needed to complete studies | 2 |

### 1987 STAFF COMPLEMENT

**URBAN DESIGN AND NEIGHBOURHOOD SECTIONS**

**STAFF COMPLEMENT**

| MUNICIPALITY | APPROX. POPULATION | PROFESSIONAL STAFF * |
|---|---|---|
| City of Vancouver | 400,000 | 32 |
| City of Toronto | 600,000 | 52 |
| City of Ottawa | 300,000 | 14 |
| City of Hamilton | 300,000 | 6 |

* Numbers given are for professional staff carrying out similar functions to Urban Design and Neighbourhood Sections for the City of Hamilton.

### 6 YEAR PROGRAM

| | THEME |
|---|---|
| 1988 | Central Business District/Priorities |
| 1989 | Central Business District/Priorities |
| 1990 | Beasley/Durand Neighbourhoods |
| 1991 | Corktown Neighbourhood/Facades |
| 1992 | Central Neighbourhood Streetscaping |
| 1993 | North End Neighbourhood/Social |

| 1988 PROPOSED | ESTIMATED DAYS |
|---|---|
| **THEME: CENTRAL BUSINESS DISTRICT/PRIORITIES** | |
| Carry over<br>Central Area Plan Update<br>High Density Residential Development Study | 50 |
| Building Signs<br>- review of building sign control to develop new policies | 100 |
| Central Business District Study<br>(with consultant help)<br>- bicycle/walkway/vehicle framework<br>- strategy for multi-storey car parks<br>- block by block design both interior and links to other blocks<br>- design briefs to encourage development<br>- additional streetscaping priorities | 100 |
| Main West Study<br>- district study looking at physical and economic improvements with accent on urban design i.e. streetscaping, improvement to private property and appealing new buildings | 100 |
| Public Participation Policies<br>- study to establish consistent and comprehensive public participation policies for municipal government using advisory committee. Focus on Central Area | 70 |
| Corktown-Stinson Neighbourhood Plan<br>- comprehensive review of the existing Neighbourhood Plans through working with an advisory committee | 125 |
| Hamilton Housing Incentives Program<br>- develop (in conjunction with private developers) public lands for residential purposes<br>- implement planning goals and policies through development of public projects | |
| Downtown Zoning Review<br>- review "I" (Central Business District) and "HI" (Civic and Institutional) District regulations to facilitate mixed use and residential development | 65 |
| Durand Implementation<br>- through an advisory committee implement the policies of the revised Durand Neighbourhood Plan. | 25 |

| 1989 PROPOSED | ESTIMATED DAYS |
|---|---|
| THEME: CENTRAL AREA BUSINESS DISTRICTS/PRIORITIES | |
| Multi Mode Transit Node | 50 |
| Convenience Facilities | 75 |
| Service Facilities | 75 |
| Commercial Facades | 50 |
| CBD Architectural Guidelines | 125 |
| Parking Zoning Review | 75 |
| Alley Way Program | 100 |
| Medium Density Residential Zoning Review | 100 |
| Bicycle/Walkway System | 25 |
| Streetscaping and Improvement Area Priorities | 25 |
| | 700 |

| 1990 PROPOSED | ESTIMATED DAYS |
|---|---|
| **THEME: BEASLEY/DURAND NEIGHBOURHOODS** | |
| Beasley Neighbourhood Plan<br>- with advisory committee | 100 |
| Low Density Residential Zoning Review<br>- modification of low density residential zoning districts in the central area to conform with central area plan | 100 |
| King East District Study<br>- modelled on James St. North working with advisory committee and looking at land use, traffic, urban design | 100 |
| King William/John N. District Study | 50 |
| Durand Heritage District Study | 50 |
| James Street S. District Study | 100 |
| Durand Architectural Guidelines | 100 |
| Industrial Strategy/Industrial Zoning Review | 100 |
| | 700 |

| 1991 PROPOSED | ESTIMATED DAYS |
|---|---|
| THEME: CORKTOWN NEIGHBOURHOOD/FACADES | |
| Main St. East District Plan | 50 |
| John St. South District Plan | 50 |
| Waterfront/CBD Complementarity<br>- similar to CAUSE study | 100 |
| Public Art (Murals Sculpture) | 100 |
| Traffic Study<br>- input | 50 |
| Information Systems for Pedestrians<br>- urban orientation | 100 |
| Clutter/Building Cleaning<br>- sprucing up buildings | 50 |
| Corktown Architectural Design Guidelines | 100 |
| Escarpment Master Plan (with consultant help)<br>- concept plan for recreational development of the escarpment | 100 |
| | 700 |

| 1992 PROPOSED | ESTIMATED DAYS |
|---|---|
| **THEME: CENTRAL NEIGHBOURHOOD/STREETSCAPING** | |
| Central Neighbourhood Plan Review | 100 |
| Hess Village/King West District Study | 100 |
| Central/Beasley Architectural Design Guidelines | 100 |
| Rundown/Derelict Buildings | 40 |
| Vacant Lands | 25 |
| Car Park Upgrading | 40 |
| Tree Study | 50 |
| Wirescape | 50 |
| Street Vendors | 25 |
| Alleyway Upgrading | 50 |
| Billboards | 30 |
| Lighting | 50 |
| Hoardings | 20 |
| Railway Relocation | 20 |
| | 700 |

| 1993 PROPOSED | ESTIMATED DAYS |
|---|---|
| **THEME: NORTH END NEIGHBOURHOOD/SOCIAL** | |
| North End Neighbourhood Plan | 100 |
| North End District Plan for Commercial Area | 50 |
| Singles<br>- singles needs in the central area | 100 |
| Seniors<br>- seniors needs in the central area | 100 |
| Accessibility<br>- access by disabled to buildings and other facilities | 100 |
| Emergency Housing<br>- need and policies for issue focussed on the central area | 50 |
| Group Homes<br>- need and policies for issue focussed on the central area | 50 |
| Daycare<br>- need and policies for issue focussed on the central area | 50 |
| Tourism/Promotion<br>(with consultants)<br>- image building and how to tap tourist potential | 100 |
| | 700 |

## ADDITIONAL STUDIES

Real Estate Ledger
- availability of central area commercial promises in conjunction with the Real Estate Board
  (delegate to Economic Development Department)

Monitoring
- commercial, housing and population monitoring
  (delegate to Regional Planning Branch)

Leisure Centre Feasibility
- feasibility for multi-purpose, liveable winter city, pay as you play leisure facility
  (delegate to Culture & Recreation Department)

Events Programming
- coordination and development of events to make the central area attractive
  (delegate to consultants)

Futures
- research on long term future trends and their possible impact on the central area
  (delegate to Urban Design Section)

Defensible Open Space
- design for crime free environments
  (delegate to Urban Design Section)

Wind Study
- model building and testing
  (delegate to Urban Design Section)

Archaeology
- identification of resources and policies
  (delegate to Ministry of Citizenship & Culture)

Research on Effect of Streetscaping Commercial Areas
- impacts on assessment through new building and economy
  (University Student thesis)

Research on Effect of Heritage District Designation on Commercial Area
- impacts on assessment, turnover new building and economy
  (University Student thesis)

Woonerfs
- streets converted to give pedestrian right-of-way
  (University student thesis)

PLANNING DEPARTMENT
PROPOSED STUDIES 1989

APPENDIX 4

| | DAYS |
|---|---|
| **Ongoing** | |
| Housing e.g. Rental Protection Applications | 25 |
| CAPIC | 35 |
| Urban Design (Committee) | 10 |
| Waterfront (Committee) | 10 |
| Parks Staff Committee | 10 |
| Durand Implementation Committee | 20 |
| Transporation e.g. Perimeter Road | 10 |
| Industry e.g. Enclaves | 10 |
| | 130 |
| **Current** | |
| Housing Intensification (with grant) | 80 |
| Central Business District (with grant) | 80 |
| Hamilton Beach Neighbourhood Plan | 80 |
| Chapple East and West Neighbourhood Plan | 50 |
| Carpenter Neighbourhood Plan | 20 |
| Municipal Housing Statement | 10 |
| Normanhurst and Harbour O.M.B. Hearing | 55 |
| Cash-in-Lieu of Parking | 10 |
| Strategic Plan | 55 |
| Provincial Policy Review | 20 |
| Wembley/South Bend Commercial Study | 55 |
| Centennial Parkway Study | 20 |
| Niagara Escarpment Plan Amendment | 40 |
| Official Plan Consolidation and Review | 35 |
| | 610 |
| **New** | |
| Allison (West) | 35 |
| Sheldon/Newburn West Neighbourhood Plan | 50 |
| | 85 |

| Other Possible Studies | DAYS |
|---|---|
| Corktown/Stinson Neighbourhood Plan | 125 |
| Main Street West | 65 |
| Building Signs Study (contribution) | 35 |
| Equivalent to 1 Planner | 225 |
| Bartonville | 100 |
| Walkways | 10 |
| Main West | 65 |
| Albion Falls Amendment | 25 |
| East Mountain Amendment | 25 |
| Equivalent to 1 Planner | 225 |
| Innovative Housing Policies | 100 |
| Public Participation Policies | 125 |
| Equivalent to 1 Planner | 225 |
| Central Neighbourhood Plan Review | 125 |
| Central Area Plan High Density Policies | 25 |
| Central Area Implementation Strategy Review | 25 |
| Local Neighbours (grant) | 50 |
| Equivalent to 1 Planner | 225 |
| Beasley Neighbourhood | 125 |
| McQuesten Neighbourhood | 100 |
| Equivalent to 1 Planner | 225 |
| North End Neighbourhood Plan Review | 125 |
| Council Resolutions on High Density | 10 |
| Downtown Development Corporation | 10 |
| Mixed Commercial/Residential Review | 75 |
| Equivalent to 1 Planner | 220 |
| Central Area Waterfront/C.B.D. Complementarity | 100 |
| James South | 75 |
| South Durand | 50 |
| Equivlant to 1 Planner | 225 |

| | DAYS |
|---|---|
| Home Occupations Review | 25 |
| Encourage Downtown Housing | 25 |
| Encouraging Private Rental | 50 |
| Greenford | 5 |
| Neighbourhood Philosophy | 25 |
| Central Area Developmetn Incentives | 50 |
| Downtown Action Plan Review | 10 |
| Durand-Approaches to Owners | 30 |
| Durand-High Density Residential Policies | 10 |
| Equivalent to 1 Planner | 230 |
| Hess Village/King West | 75 |
| Durand-Rezoning James South | 10 |
| Rent Review | 75 |
| Residential Monitoring | 25 |
| Lot Levy Review | 20 |
| Neighbourhood Population Projections | 20 |
| Equivalent to 1 Planner | 225 |
| Medium Density Housing Review | 75 |
| Low Density Housing Review | 75 |
| Emergency Housing | 25 |
| Parking Strategy | 50 |
| Equivalent to 1 Planner | 225 |
| Rymal Highway Commercial Corridor | 90 |
| Transfer of Development Rights/Bonusing | 135 |
| Equivalent to 1 Planner | 225 |
| Info Hamilton Update | 35 |
| Development Incentives Implementation | 35 |
| Windermere Basin Disposition | 35 |
| Commercial Design Standard Review | 75 |
| Official Plan Procedures Review | 20 |
| City By-Laws Brochure | 25 |
| Equivalent to 1 Planner | 225 |
| OTHER STUDIES | |
| Neighbourhood Plans | |
| Landsdale Review | 125 |
| Kirkendall North Review | 125 |
| Strathcona Review | 125 |
| | 375 |

| | DAYS |
|---|---|
| **Central Area** | |
| Industrial Strategies | 50 |
| Leisure Centre Feasibility | 100 |
| Convenience Facilities | 75 |
| Service Facilities | 75 |
| Tourism Promotion | 100 |
| Derelict Lands/Vacant Lands | 50 |
| Wirescape | 50 |
| Lighting | 50 |
| Railway Relocation | 35 |
| Public Art | 100 |
| Information/Interpretation System for Pedestrians | 50 |
| Clutter/Building Cleaning/Painting | 100 |
| Street Vendors | 25 |
| Seniors Needs | 75 |
| Singles Needs | 75 |
| Accessibility | 100 |
| Events Programming | 100 |
| Woonerfs/Street Closing | 100 |
| Downtown Development Corporation | 10 |
| Tree Strategy | 25 |
| Alleyways | 50 |
| Commercial in High Density Zones | 15 |
| | 1,400 |
| **Commercial** | |
| James North End | 75 |
| John Street | 75 |
| Main East | 75 |
| Barton Street | 50 |
| Real Estate Ledger | 100 |
| | 375 |
| **Housing** | |
| Residential Monitoring | 25 |
| Home Planning Advisory Service | 50 |
| Home Sharing | 50 |
| Municipal Building Profile | 100 |
| Rental Protection Review | 25 |
| | 250 |
| **Other** | |
| Rooftop Landscaping | 25 |
| Indoor Landscaping | 25 |
| Niagara Escarpment Plan | 125 |
| Multi-Centre Review | 20 |
| Bonussing | 100 |
| Futures | 150 |
| Public Works Yard Strategy | 25 |
| Review of Mountain Densities | 25 |
| | 495 |

The High Street has traditionally been a focus of social and economic life. But will it be able to accommodate the rapidly changing pattern of business in the retail trade? And can it continue to provide its local community with attractive shopping facilities in the face of competition from out-of-town developments? Comprehensive research on these issues forms the basis of a major new report.

**THE FUTURE OF THE HIGH STREET** considers the extent to which the dictates of market forces can be overruled on social and environmental grounds, while maintaining economic viability. The report is in favour of investment but recommends that High Streets should plan for change—with an emphasis on being proactive rather than reactive. It offers detailed and practical recommendations, suggesting that where possible, local private sector organisations such as chambers of commerce or trade should work with government planning authorities to review the identified action points.

After outlining a number of changes, current and prospective, in High Street retailing, the report concludes with a useful chapter on the implications of change for the consumer and the retail employee. In some interesting appendices it examines the importance of retail investment, the major factors influencing growth of retail sales and the effect that changes in prices and incomes have on patterns of expenditure.

## THE FUTURE OF THE HIGH STREET

Published by HMSO on behalf of NEDO

ISBN 0 11 701209 2 183 pages
**Paperback £12**

'A vast amount of retail data which has never before been published. Will be a major source document for a long time to come.'

Dr Russell Schiller
Hillier Parker May & Rowden

**From Recommendation 8**

**There is also a need for a series of policy implementation measures by local government in order to attract as much shopping investment as possible to High Streets and promote their well-being for other services for which they are locationally suited. By these means, local government can recapture the initiative, so that retail planning decisions are made primarily at the level of the communities served.**

# Order Form

**THE FUTURE OF THE HIGH STREET**
- is available from HMSO Publications Centre, PO Box 276, London SW8 5DT (mail and telephone orders only) Telephone orders 01-622 3316 General enquiries 01-211 5656 queuing system in operation
- from HMSO Bookshops in London, Manchester, Bristol, Birmingham, Edinburgh and Belfast
- from HMSO Bookshop Agents (see Yellow Pages)
- through all good booksellers
- from NEDO Books, Millbank Tower, Millbank, London SW1P 4QX

or fill in the order form and send it to:
- HMSO Books (P9D), FREEPOST, Norwich NR3 1BR (UK customers only)
- HMSO Books (P9D), St Crispin's, Duke Street, Norwich NR3 1PD (overseas customers)

Printed in the UK for HMSO

Please send me _____ copy(ies) of **THE FUTURE OF THE HIGH STREET**
ISBN 0 11 701209 2 at **£12.00** each

☐ I enclose a cheque for £ _____ made payable to HMSO.

☐ Please debit my Access/Visa Account ☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐☐

Signature _____ Expiry date _____

☐ Please charge to my HMSO Account No _____

**NB** HMSO Account holders should note that credit card transactions will *not* appear on their statements

Name _____

Address _____

_____

_____

Postcode _____ Date _____

HMSO BOOKS

# Boston's solution to traffic mess: Bury it!

## Is expressway project a lesson for Metro?

John Deverell Toronto Star

Boston is spending $4.5 billion to bury the Green Monster — an elevated highway that snakes through the city's downtown core.

Known officially as the Central Artery, the 30-year-old inner-city expressway separates the New England city's financial district from its waterfront and harbor.

While Toronto keeps producing proposals for what to do with the Gardiner Expressway, Boston — a city and metropolitan area of similar size — has unleashed a massive effort to put the five-kilometre (three-mile) expressway underground.

### Double capacity

Planners say the entire project, which includes major new interchanges with interstate highways and a new six-kilometre (3.9-mile) tunnel under Boston Harbor to the airport, will double both north-south and east-west highway capacity in the downtown area.

When it's finished in 1996, the underground artery is expected to make driving in Boston easier — and stave off what the city's computers now foresee as an all-day traffic gridlock.

The scheme will free up 22 acres of valuable downtown Boston land, although competing claims for its use haven't been settled.

Parks advocates want a "green necklace" or grand boulevard park to cover the underground highway. Developers and municipal financiers have other ideas.

The only certainty is that no towers higher than five stories can be built over the tunnel road. Anything larger would cause it to collapse.

Although the detours and disruptions of major construction are still at least a year away, drivers and neighborhood leaders are already expressing alarm about the potential traffic tangles that will certainly result.

The commonest misconception, says State Transportation Secretary Fred Salvucci, is that "people think we're going to hang a sign on the Central Artery saying 'Closed for Construction. Come Back in 10 Years.'"

In fact, the six-lane elevated road will be kept open, using "slurry-wall" construction techniques. Builders will reinforce the land underneath the roadway on both sides with concrete to a depth of 24 metres (80 feet), build decks across at ground level and then mine the tunnel and build a new roadway underground.

Only after the tunnel is completed will the road above be demolished and replaced by parks or low-rise developments.

Driving conditions certainly won't get better during the construction period, Salvucci says, but they won't get much worse either.

The plan aims to speed the movement of traffic without trying to accommodate thousands of extra vehicles downtown.

The underground artery will be flanked by one-way surface roads on either side along its length.

The tunnel will be high enough to accommodate large trucks and overhead signs and wide enough for merging and exiting lanes in addition to three lanes of traffic in both directions.

That means it won't be claustrophobic — and it may not even be ugly. There will be colorful signs and tiled designs to create a sense of connection to the neighborhoods above. Even though they'll be 15 metres (almost 50 feet) below ground, drivers will know they're passing through Chinatown, the Waterfront, the North End and Government Centre.

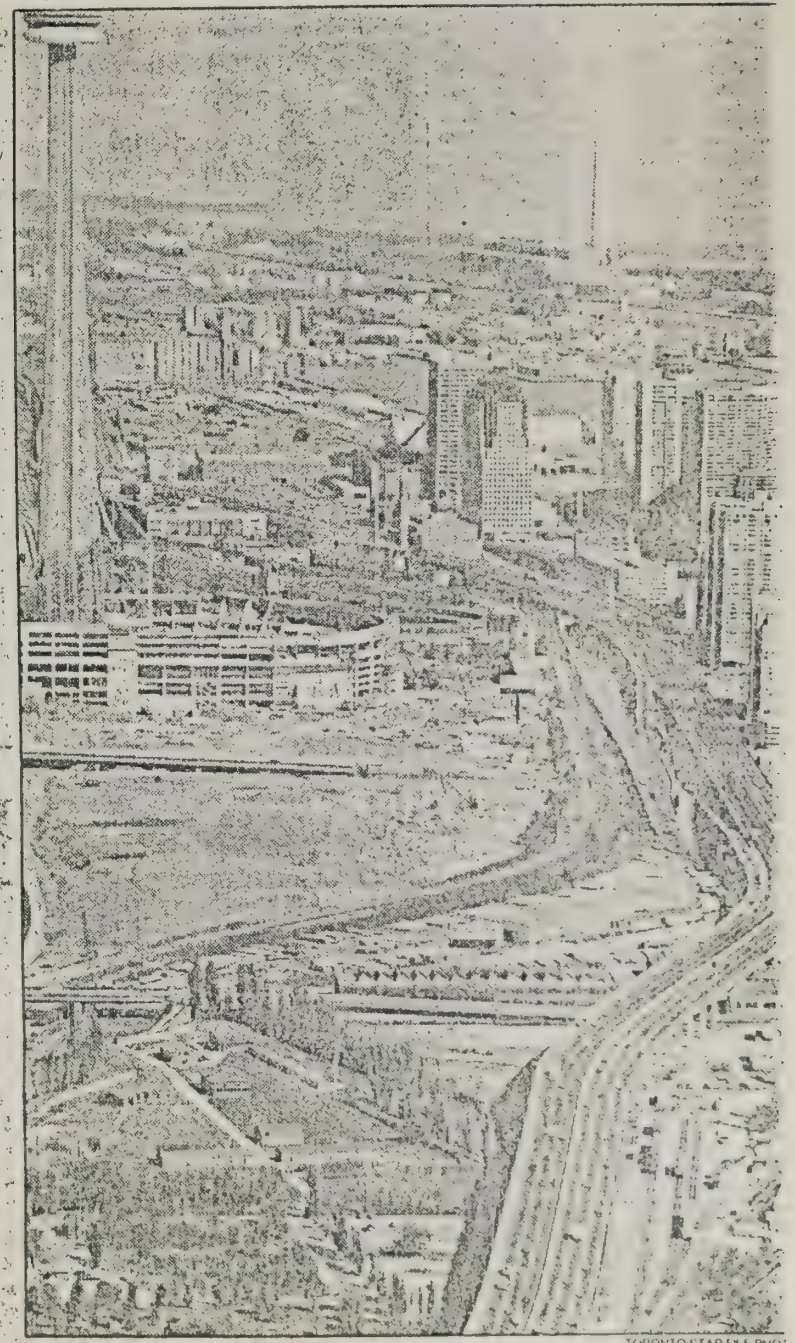
The air will be kept breathable by a huge ventilation stack rising from the bowels of the earth across from City Hall. Office buildings in the area all have sealed windows and their own ventilation systems and officials say it is healthier to bring the tunnel's pollution to the surface there than at many smaller stacks along the route.

### Benefit both

With only 12 access ramps in place of the present 18, local traffic will be kept out of the tunnel and through traffic will be kept off local streets, to the benefit of both.

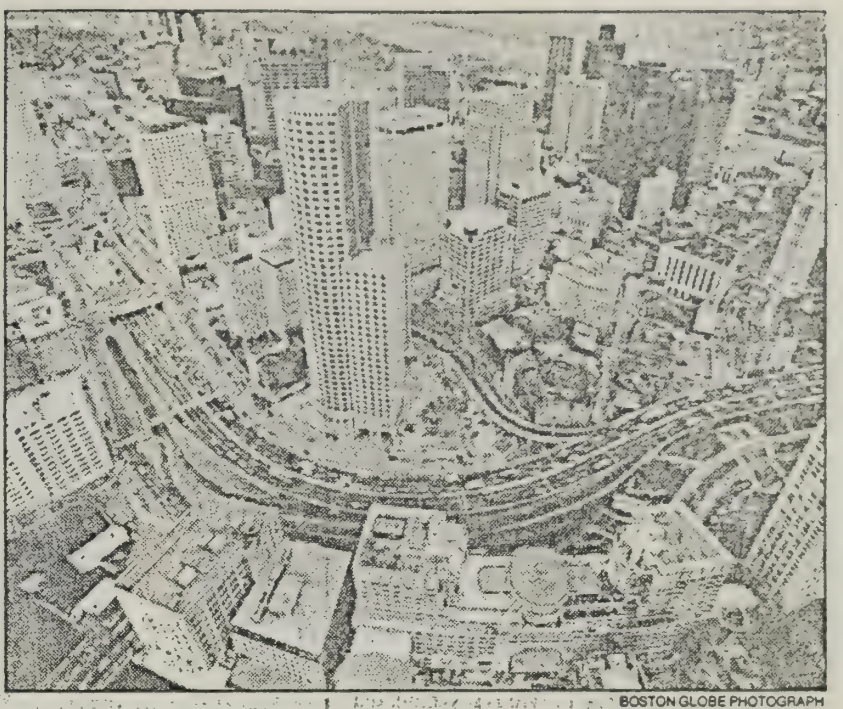
But the city's cap of 35,000 commercial parking spaces, imposed in 1976 to control air pollution from automobiles, will not being raised.

Another discouragement to motorists will be a one-way tollgate on the new tunnel to the airport, with the fees collected as cars move from the airport toward the heart of the city.



TORONTO STAR FILE PHOTO

**OUR MONSTER: Report released last week by City of Toronto task force urges construction of parks, apartments and streets on a deck over part of the Gardiner Expressway.**



BOSTON GLOBE PHOTOGRAPH

**THEIR MONSTER: Boston's plan to replace Central Artery by 1996 would make driving easier — and stave off what the city's computers now foresee as an all-day traffic gridlock.**

Boston's traffic strategy depends on both forcing and enticing thousands of commuters to abandon their cars in favor of the trains, buses and subways of the Massachusetts Bay Transit Authority.

The agency has spent $2 billion over the past five years extending its rail lines and adding new vehicles in anticipation of a surge of refugees from the clogged roadways. Dozens of new double-decker rail cars are on order, and the agency is tripling to 37,000 spaces the parking capacity at its feeder stations.

The bureaucratic and physical complexity of the underground construction plan is awesome. At least 39 agencies of government are involved. More than 50 separate environmental permits are needed. The entire project, which would take 15 years using normal methods, is "fast-tracked." Construction will begin before design and engineering plans are complete.

Before the underground tunnel can be constructed, builders must relocate a spaghetti bowl of 5,000 utility lines crossing its route — everything from storm drains big enough to drive a truck through to traffic-signal cables and jet-fuel cisterns.

To avoid clogging the city centre with dumptrucks for the next eight years, 6 million cubic metres (7.9 million cubic yards) of excavated material (the equivalent of a mile-square pile 3 metres high) will be loaded on barges.

## Garbage dump

The fill will be used to raise Spectacle Island, an old garbage dump, or jettisoned into the sea at the Massachusetts Foul Area 27 kilometres (17 miles) east of Nahant. Neither disposal scheme has yet been approved by the U. S. Environmental Protection Agency.

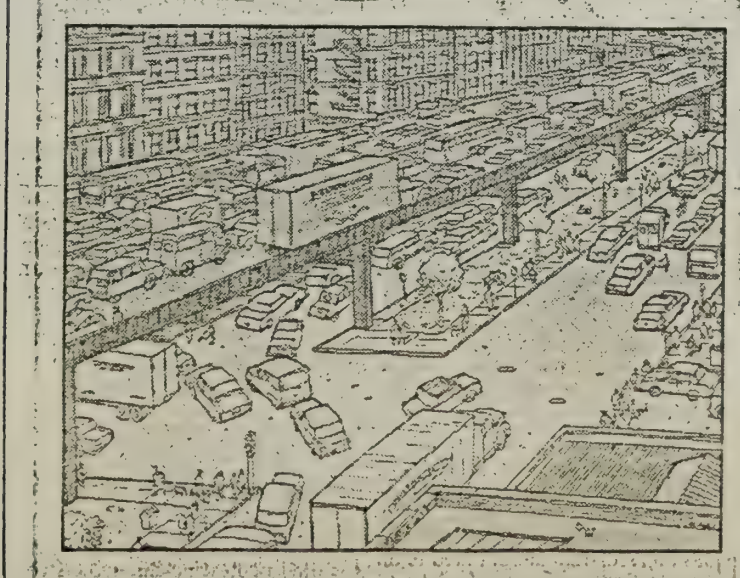
Also up in the air is the financing for the massive project.

Much of it will be paid for by the federal government as part of the near-complete interstate highway system begun in 1956. But other parts, classed as "interstate rehabilitation" and not yet approved, will cost $1 billion or more. That would soak up the federal applicable budget allocation for the whole state of Massachusetts for the next 32 years.

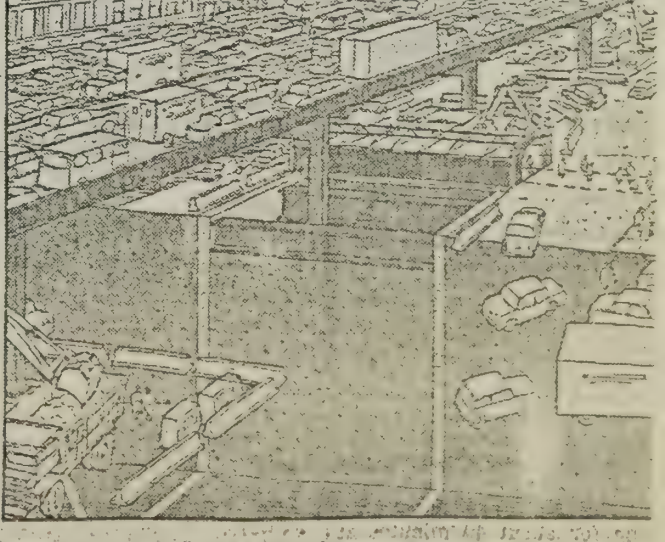
Salvucci and other state officials are counting on a big increase in federal funds. Otherwise they'll have to declare the new Central Artery to be a continuation of the Massachusetts Turnpike and keep its tollgates open several decades beyond their scheduled closing in the mid 1990s.

It's not the first time Massachusetts has gambled by starting a big project without knowing exactly where all the money will come from.

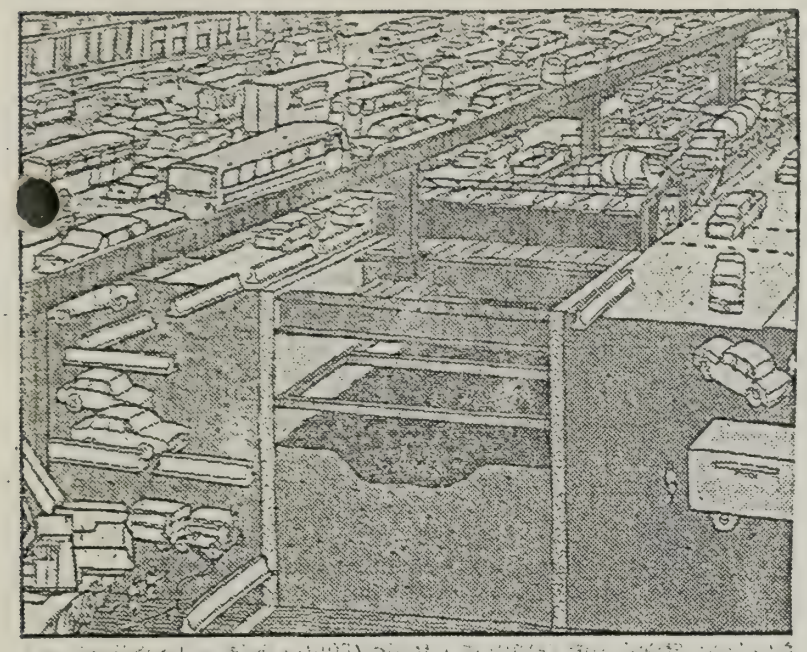
Last year the U. S. Congress launched the Boston plan by overriding President Ronald Reagan's attempt to veto the spending for it. Boston's prospects for further federal funding will be even brighter should Massachusetts Governor Michael Dukakis capture the White House Nov. 8.



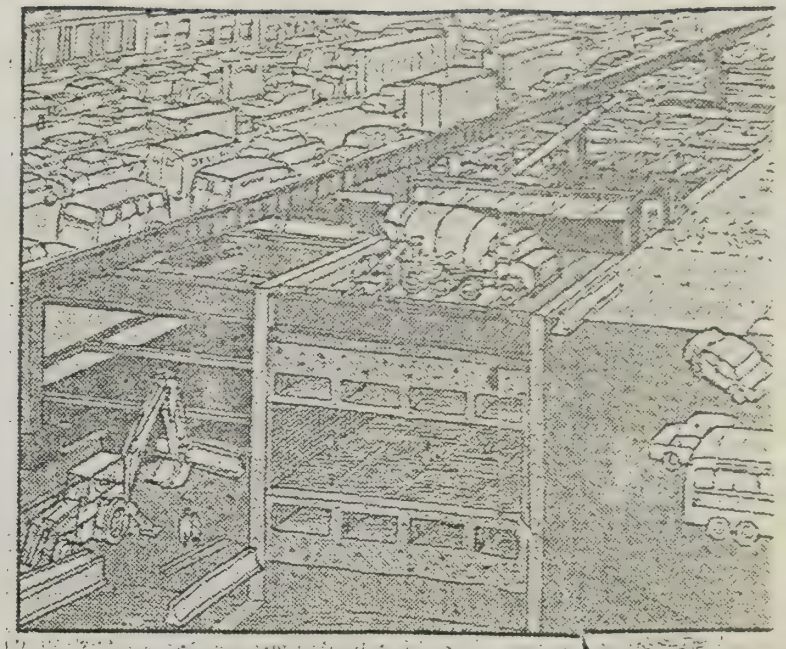
**30-YEAR-OLD Central Artery now separates Boston's financial district from its waterfront and harbor.**



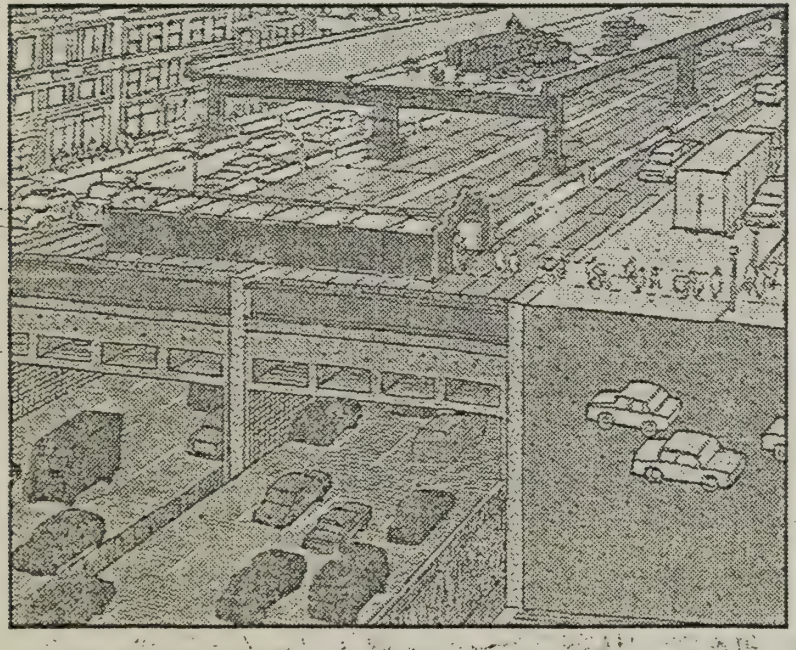
**NEW underground highway begins with construction o "slurry walls" to reinforce land below expressway.**



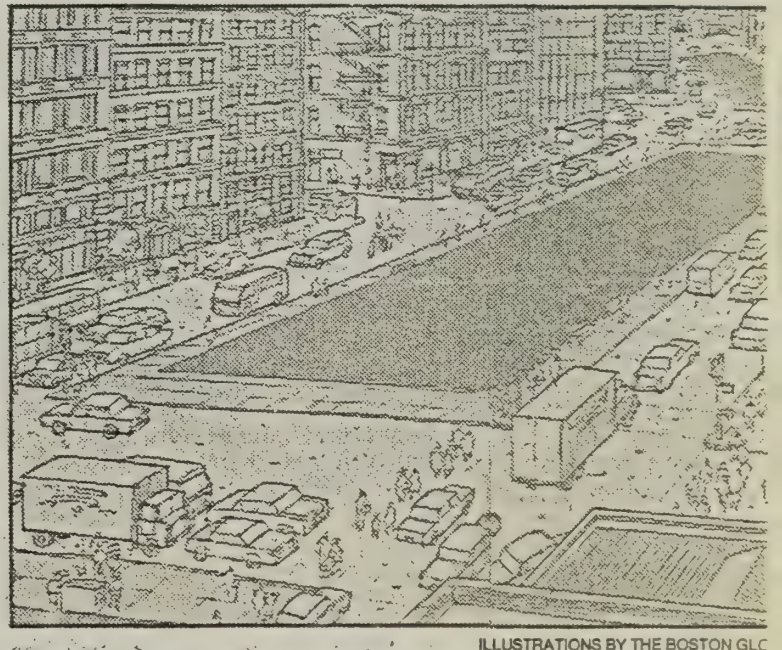
BEAMS between the walls hold up the existing highway and decks are installed to maintain traffic.



WORKERS excavate dirt from under the deck and b tween the walls to build the new highway.



NEW underground artery is expected to be finished by 1996 — only then will old expressway be dismantled.



ILLUSTRATIONS BY THE BOSTON GLC

REMOVAL OF old highway will free up 22 acres fc parks or low-rise development.

# Empty stores begging for tenants

## Gaps in streetscape signal changes downtown

Stories by
BRIAN CHRISTMAS
The Spectator

IF THEY were in the heart of Toronto, they'd be filled faster than you can say "For Rent" — and for quadruple the rent.

But in downtown Hamilton, places like the old Hyland Theatre, the defunct Chicken Roost Restaurant or the boarded-up Foster building have gone begging for tenants.

It's a curious anomaly that, in a city core which is enjoying a physical renaissance and ought to be riding the bull market of consumer spending, more than a score of stores on King, James and John streets remain empty.

Some of them, such as the former Waddington's music shop on John or the Zeller's department store on James, have only recently come on the market due to a change of ownership or retailers retiring from business.

But several have been empty for months and some have become eyesores.

It's not a severe problem on the scope of, say, Barton Street East during its dark days of a few years ago, or some inner cities in the United States.

But some observers wonder if the For Rent and For Lease placards on downtown storefronts are signs of some deep-seated changes taking place in Hamilton's core.

Retailers, real estate agents, property owners and other officials offered a variety of reasons why some buildings remain vacant:

☐ The malls, beginning with downtown's Lloyd D. Jackson Square, have captured the hearts and wallets of retail spenders, sharply reducing people traffic for downtown shops, thus making make it difficult for some retailers, especially newcomers, to make a go of it.

While the 150 shops planned for the new Eaton Centre are expected to draw more people, opinion is split on the extent to which that development will help the whole downtown.

Mayor Robert Morrow believes the spinoffs from the Eaton Centre, plus other developments such as extended GO train service to east of James, and a new home for Theatre Aquarius near regional police headquarters, will be a boon to the east side of the core.

Retailers like Marvin Caplan, on the other hand, fear the Eaton Centre will "suck more people off the street" and deprive shopkeepers of important pedestrian traffic.

☐ Parking — either not enough, not convenient enough or too costly — continues to be a nagging concern, one city leaders have taken steps to alleviate through the construction of parking garages such as the one at York Boulevard and MacNab Street.

Mr. Morrow believes the downtown could use four of those ramps, one for each quadrant of the core. But at $7 million each they're a bit much for the city's capital budget.

And even those ramps may not be enough to counter the allure of ample, free parking at malls and plazas, other observers say.

☐ Some of the turn-of-the-century buildings, which should be adding character and charm to the downtown, instead appear tired through age or neglect. Combined with a small but visible nucleus of transients, panhandlers and other street people, they foster a less-than-cheerful atmosphere for some people.

It's not for lack of trying by downtown business people and the city that the downtown may not be attractive for some.

By next year Hamilton will have spent almost $10 million, most of it local money, on a seven-year Downtown Action Plan revitalization program;

The city has also earmarked about $600,000 for low-interest loans to help property owners fix building facades. So far, eight out of 32 applicants have received $222,381 at half the prime rate to bring buildings up to standards and make cosmetic imporvements.

Business Improvement Areas, such as Jamesville on James Street North, International Village on King Street East and the Downtown Promenade have sponsored promotional events to attract people, but with mixed results.

☐ Drive along King, James, John and Main streets and you'll find no fewer than 23 storefronts with For Rent or For Lease signs in their windows.

That's a tiny percentage of the total number of shops, but some vacancies stand out like sore thumbs and have done so for several months.

The facade of the otherwise handsome Foster Building, next to the main post office, has become a billboard for concert and seminar promoters and a canvas for grafitti artists.

"People coming from other cities look at our downtown and are determining this is Hamilton," said Effort Trust real estate agent Gail Burstyn, who is trying to rent three empty stores downtown.

Mr. Morrow, however, said it's unfair to equate the health of a downtown to a few empty storefronts. They don't reflect the total picture, he said, of an industrial city which has bounced back from the 1982-83 recession and built a strong and attractive downtown core.

"If you're putting this in the context of blight, nothing could be further from the truth," he said. "What I've noticed is the most spectacular urban renewal that has taken place in this country in the past 20 years."

Mayor, merchants differ on impact of Eaton Centre
Page E6




Vacant stores stand out in downtown Hamilton despite core area's renaissance. Ida Bruni, Special to The Spectator

Real estate agents, however, are amazed the downtown stores have been difficult to rent.

Toronto developer Tony Salgado and his son Phillip, who lives in Hamilton, invested $550,000 a few months ago for a two-storey building at 125 James Street North. In downtown Toronto it would have cost $2 million, the elder Salgado said.

Second storey apartments are rented, but the former main floor tenant recently vacated for Jackson Square.

Mr. Salgado said he gets lots of calls about the building — 2,400 square feet for $12 per square foot plus expenses — and he's surprised there have been no takers.

"We are very much in the heart of downtown. If this store was in the same location in Toronto, we'd be millionaires," he said.

"That $12 a square foot — it made me laugh. I'm paying $90 a square foot in Toronto."

Mr. Salgado is pinning his hopes on the Eaton Centre and other developments drawing more people to the area and making his store more marketable.

### Alterations

Over on King Street, Ruby Sangha has been trying to rent the Hyland for months. The theatre seats are gone and the Toronto owner is doing some alterations to make it suitable for a restaurant or bar with offices or apartments on the upper floor.

Each floor has about 4,100 square feet going for about $18 a square foot plus utilities and taxes. A similar commerical site in Toronto would easily fetch $90 a square foot, Mr. Sangha said.

He cites a lack of pedestrian traffic on that part of King Street, rundown storefronts and lack of street parking as reasons why the building remains vacant.

Local real estate agents have also found it a chore to rent storefronts.

Miss Burstyn has stores available on King and James streets for $8-$14 per square foot plus utilities and taxes.

That compares with $20-$50 a square foot, plus common area maintenance fees and taxes, for a spot in Jackson Square.

She believes city officials should consider a form of subsidized parking to help street merchants. "I don't think people in this city are prepared to pay $1.50 for a half hour of parking."

# Footsteps are getting faint along King Street

FIFTY YEARS ago, downtown sidewalks were alive with the sound of footsteps.

Even 20 years ago — just before urban renewal changed the face of Hamilton's core — pedestrian traffic on King Street was enough to feed a thriving string of shops, delicatessens and restaurants from Wellington to Bay streets.

It's a different story today.

Office workers and shoppers still make the four corners of downtown — King and James — the busiest intersection in the region by day.

But take a walk downtown on a Thursday or Friday evening and the sidewalks yield meagre crowds — mostly people waiting for a bus or hanging around. A few may be seeking out a specialty shop, restaurant or bar.

Further east on King, the street becomes all but deserted.

Inside Jackson Square, however, the concourses are usually packed with shoppers.

"The street has changed. The world has changed," says long-time downtown retailer Chuck Matchen, now employed at Marvin Caplan Gentlemen's Apparel in Effort Square.

While consensus says Jackson Square's arrival in 1972 altered the character of downtown Hamilton, Mr. Matchen believes it is just one factor.

Lifestyles and shopping habits have changed, influenced perhaps by the car and parking, he says. Big retailers and shoppers have been lured to the suburbs and climate-controlled malls, rather than brave the various natural and human elements on the street.

That notion is borne out by real estate agent Tom Hockney, whose firm has been trying to sell or rent the long-vacated Foster Building. He admits he'd rather go to Lime Ridge Mall than fight traffic and pay for a parking spot downtown.

"I find a lot of people who live on the hill, stay on the hill," the Mountain resident said. "The only thing I come downtown for is specialty stuff you can't find on the hill.

"I can remember a time when you had a hard time walking on King Street on Friday nights because of the people. If you wanted something you went downtown. The action was downtown."

Few know that better than Mr. Matchen, who ran a clothing shop at 225 King Street East for 37 years before closing eight years ago.

"It's not like it used to be," he said. "In my shop I'd have six, eight, 10 people working there."

Bob Payne, who has run Payne Music House on the same stretch of King Street for 44 years has also seen the changes.

"People don't want to seem to come past Mary Street. It's very difficult to get people down from Mary to Wellington.

"There's a lot of empty stores," he adds. "It doesn't look good."

Across the street in Mr. Matchen's old location, you'll find only two people minding Mazzorato, an imported Italian clothing shop. Co-owner Josie Del Ville says it has developed a respectable specialty business in two years despite being "in the middle of nowhere."

"The mall isn't the be all and end all," said the 39-year-old Hamiltonian. "If you've got something that's different, it doesn't matter. They (customers) are going to find you."

She sees no reason why the area can't be developed into a trendy strip similar to Queen Street in Toronto.

"The rent's not that high and the parking is there," she said. "There's reasons to be successful. But nobody believes in it."

The owners of Park Place at King and Hughson streets are keeping the faith with a new focus for the office/retail complex, plans for a parking lot at the site of Zeller's store and hoping a much-talked- about future office development at the northeast corner of King and James will draw more people to the area.

Park Place, the former Right House department store, had all the physical charm — sandblasted facade, bright, attractive courses and high-end speciality shops — that would have made Toronto proud.

But shoppers have been conspicuous in their absence — a fact Arthur Boiago, president of Hamilton-based Isis Canada Inc., readily acknowledges.

"I think people were afraid to come in because of high-end shops and the place looked deserted."

A second-level mall has been converted to office space. That and the rest of the upper floors are almost entirely rented for offices, Mr. Boiago said.

He also hopes a new spirit will start moving east on King, if a new office development at the last original corner of King and James pans out.

"I think what the downtown needs is a change of ownership. We need new blood downtown — somebody who will work to take it beyond what it is now. We believe it is going to happen and we believe it has started."

Spec. Oct 4/88

# Downtown waits for the Eaton Centre

By BRIAN CHRISTMAS
The Spectator

THE EATON Centre in downtown Hamilton, still a year or two from completion, is anxiously awaited — but for different reasons, depending who you talk to.

The $100-million development at James Street North and York Street is viewed by most as a positive development that will given the downtown needed momentum heading into the 21st century.

The project, which includes an expanded Eaton's department store plus mall space for about 150 shops, has apparently prompted speculative interest in properties on nearby James and King streets by people hoping to cash in on expected brisk retail trade spawned by the centre.

Some retailers, however, warn it also has potential to harm the whole downtown by taking important pedestrian traffic off the street and into the mall.

That effect has already been felt with the Lloyd D. Jackson Square, says veteran downtown men's clothing store owner Marvin Caplan.

"Hamilton's economy is booming and yet the streets are sick," he said.

"We close down our downtown, we close down our sense of community. Do you want Marvin Caplan in town? Or do you want the manager of Harry Rosen's in town?"

## Security bars

Unless steps are taken to help shopkeepers, Mr. Caplan envisions images of giving over the streets "to arcades and prostitutes and pimps." Taken to the extreme, it sets the stage for security bars and cages on windows, as in many American downtown cores.

Mayor Bob Morrow bluntly rebuffs those concerns.

On a recent car tour of the downtown, Mr. Morrow took pains to point out ongoing downtown revitalization — from new sidewalks on James Street to new owners of the Terminal Towers. They should inspire confidence in the downtown's future.




Surrounding retailers expect Eaton Centre to dominate King and James streets. Ida Bruni, Special to The Specta

The Eaton Centre, along with extended GO train service to the old TH&B terminal, possible development of a commercial/office complex on the north-east corner of King and James, and downtown condominium projects, should help fuel further gains.

"I'm not trying to paint a picture that's rosier than it is. It is fact," he said. "I think it's going to increase the number of people shopping downtown and increase trade in the whole area."

From January to the end of August Hamilton hosted 47 known conventions, drawing some 56,000 people to the city for an average of 3½ days.

If each of them spent the average $145 a day on food, lodging and shopping, they pumped almost $23.5 million directly into the local economy, said Gabe Macaluso, the region's manager of tourism and convention services.

However, Mr. Macaluso admitted most of the retail spending would have been concentrated in the area between the three downtown hotels.

Mr. Morrow said proof of the city's promise can be seen by the number of out-of-city investors interested in core property.

That trend becomes apparent when checking assessment rolls at city hall: 12 out of 17 listed addresses on the south side of King from James to John were owned by out-of-town retailers, investors or companies. Further east, the buildings are largely owned by Hamilton area interests.

"Hamilton real estate is a very good buy in the eyes of people from Toronto," said Gail Burstyn, a real estate agent for Effort Trust.

## Increase

"I think they can see future potential. They can see down the road (Hamilton) is going to continue to grow and the value is going to continue to increase."

Investors can expect a 6 per cent return on their money in Toronto, but 8-10 per cent for a similar commercial site in Hamilton, according to Toronto real estate agent Rudy Sangha, who has been trying to rent the old Hyland Theatre on King Street.

Mr. Caplan says he feels like a voice in the wilderness trying have his concerns heard over t movers and shakers of Toronto, su as the Eaton Centre developer, C dillac Fairview.

"I believe you have to give a g coming up a break. The guy who li es here deserves not a better bre but an equal break to be able compete on an equal basis."

Mr. Morrow acknowledges co cerns about the four corners downtown drifting westward, wi the construction of new developme at Bay and King.

But he hopes projects such as t new Theatre Aquarius home ne the regional police headquarters w help the east side of the core.

CITY PLANNING

City Planning is published under the auspices of the City of Toronto Planning and Development Department; however, the opinions expressed therein are those of the authors and do not necessarily reflect departmental policy.

The magazine has two objectives: first, to inform planning professionals, citizens, developers, politicians and students of the more interesting aspects of the Department's activities; and second, to provide a forum for debate on planning issues which may be pertinent to other communities in Canada and abroad.

City Planning is produced for the City of Toronto Planning and Development Department by the Information and Communication Services Division, Department of the City Clerk.

Articles and photographs included in City Planning may not be reproduced without the expressed written permission of the City of Toronto Commissioner of Planning and Development.

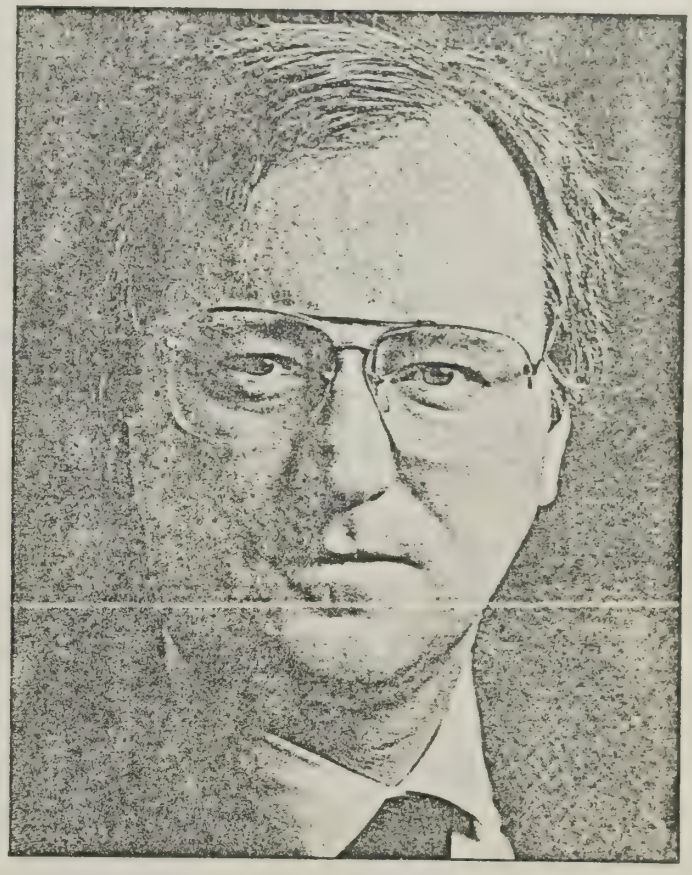
**EDITORIAL BOARD:**

Steve Dynes
Bruce Gray
Bill Kennedy
Bronwyn Krog
David McCluskey
Earl Miller
Eudora Pendergrast
Nancy Singer
Mary Smith

**Address correspondence to:**

The Editorial Board
City Planning Magazine
Planning and Development Department
City of Toronto
E 20, City Hall
Toronto, Ontario M5H 2N2
Telephone: (416) 392-7185

# THE COMMISSIONERS



*An interview with*

## Stephen G. McLaughlin

Commissioner of Planning and Development 1979-86

Stephen McLaughlin was 36 years old when he became Commissioner of Planning and Development for the City of Toronto in January of 1979. His professional experience to that time included a practice in architecture and several years' work as an urban consultant, working in major Canadian cities. From 1976 to 1978, he was policy adviser to Mayor David Crombie. As Commissioner of Planning and Development, he oversaw the integration of both functions into a single department. He held this position for eight years, until November, 1986. He resigned to become a consultant on contract with the President of the Federal Treasury Board, developing a strategy for the management of all Federal lands in the Metropolitan Region of Toronto. He now advises the Federal and Provincial governments on planning and development matters, respecting their land holdings across the country.

**C.P.:** *You have been characterized in the press as being outspoken and brash. Is this an accurate depiction of your personal style?*

**McLaughlin:** I'm not the sort of experienced bureaucrat who has learned how to make things complicated. I'm actually a shy person who prefers to say something in very simple words. And when it ends up in the newspaper, all of a sudden, it's kind of "zap." You can say something on TV that would sound like nothing, just conversation. But the same thing spelled out in a newspaper headline goes into a hot medium, and it's four words that sound like a real zapper. McLuhan understood this well. I'm not sure whether you call that being brash and outspoken. That's just me saying what I believe and in words that ordinary people can understand. It's not meant to be polite in the sense that

you don't want to offend City Council or some other interest group. It's not meant to be vague in the sense that it's trying to obfuscate. That isn't my job. I just say what I believe. In short words. In short sentences.

**C.P.:** *Your working relationship with the Mayor's Office and Toronto City Council is perceived as having changed over time. What was the character of this relationship when you first became Commissioner, and what factors changed the way you worked with Council from different jobs - wearing different hats?*

**McLaughlin:** I've worked as a community activist, as an advocate for senior levels of government, as policy adviser - not political adviser - to the Mayor.

As Commissioner of Planning and Development, the relationship had to be very different. Even though I was on contract, it was still a bureaucratic, civil service responsibility. When I became the Commissioner, many people had a hard time getting used to the idea that I was no longer a policy adviser to the Mayor. My job was to bring forward the best professional advice out of a system, out of the Planning and Development Department, and out of a public process. My role was to say, "Here is the advice, City Council and the Mayor, you do with it what you want." It was essential to draw the line between professional and political advice.

When John Sewell became Mayor in 1979, it was a different approach from David Crombie's. John was quite happy to get straight professional advice, and then he would do whatever he wanted with it. I think when Art Eggleton was elected, he was looking for more of an integrated approach. Mayor Eggleton used to get up at City Council and say, "Well, the Commissioner of Planning recommends this, and I think we should support him." Then Alderman (now Councillor Richard) Gilbert put me on the floor, and asked, "Who did I work for - the Mayor?" And I replied, "No, I don't work for the Mayor. I work for any twelve Members of Council, including the Mayor."

Many people kept trying to see a very direct connection between, not only the Commissioner, but the whole Planning and Development Department and the Mayor's Office. I don't think people actually understood that there had to be an important line between the two. We've had some senior civic employees, particularly those from other jurisdictions and cities, who didn't understand that you can beat the Mayor in our system. They thought that if the Mayor agreed, whatever you wanted would happen. A lot of people got burned, because the Mayor is only one vote, an important vote mind you, but still only one vote.

**C.P.:** *How did Council change during your eight years as Commissioner?*

**McLaughlin:** Obviously there was a shift to the right in the political make-up of Council. But in terms of management style, the departmental changes were subtle. The (Planning and Development) Department would always talk with politicians, but Council Members were never sure what they really wanted. They weren't sure whether they wanted total centralized control, where they could instruct the planners, through me, and get guaranteed results, or a totally decentralized approach, where they could make their own deals with area planners, residents and developers. I don't think it mattered whether they were on the right or the left, there was always some confusion. They wanted centralized control as long as I did what they wanted. This, of course, never happened, so centralized control suddenly was not such a good idea after all.

It's fair to say that I had two very serious misgivings about the centralized-control approach. People would dress it up in other words, like management consultants saying that wasn't what we were talking about. But it was about political control. I don't believe in it, and I don't believe that any politician should phone the Commissioner of Planning and Development and expect a guaranteed result for a particular project in his or her ward. It must go through a bona fide public process. Surely that's the thing we learned from the '60s and in the evolution of the new Official Plan.

**C.P.:** *How independent did you find the planning process from the political process?*

**McLaughlin:** There is no simple answer to that. I would prefer the term interdependent. First one has to understand that the planning process is a political process - that's democracy and that's what planning is. The line between professional advice, and advising about what you have learned and believe, and from saying, "Yes sir, now what would you like me to write?", is a very important distinction. I tried to monitor that all the time. As a result, there were a lot of politicians who felt that I wasn't being responsive to their needs. I replied that wasn't my understanding of the job. It's also why I elected to go on contract, so that at the end of my term, there could be a fair, democratic and political fight as to whether my contract should be renewed.

I should add, that I expected every planner to be able to make his or her own judgement in the field. You can't write it down in a departmental memo, but obviously when you're at a public meeting with an alderman, every planner has got to be able to use some judgement. You don't say, "Well yes sir, what would you like?" And on the other hand, you don't say, "I don't give a damn what you want." It's a very fine line.

**C.P.:** *You've been strongly identified with the expansion of Toronto south to the Lake, and with the opening up of development opportunities on the Waterfront. Did you come into the Commissioner's job with a clear idea of what you wanted to achieve, or did it unfold over time?*

**McLaughlin:** Yes, I did. We have often called the Waterfront our last frontier, at least until someone comes up with another "last" frontier. Certainly in '76, '77 and '78 it was seen as a new frontier. I had this notion of a "southern flank strategy"; that the way to relieve the pressure of downtown development was to the south. This killed two birds with one stone. It not only relieved pressure from the neighbourhoods to the east, west

and north, but it was also a catalyst for public investment, for the development of infrastructure to open up the Waterfront. The very significant public and private interests in the area were awakened like sleeping giants. The reactions of these giants are still being learned ten years later.

The problem was always how to get the public investment in first, and the private investment in second. For example, I told the Toronto Transit Commission, "We want transit. We want a streetcar to the Waterfront." They said there was no demand for it. And I said, "Well, of course there's no demand, there are no people there." That isn't how you plan a city. You put in public infrastructure first and then demand comes from that. And if you don't lead the development, then development is going to be leading you. In a sense, the rest is history, because we went all the way from the TTC saying we need nothing, to a super-duper, high-speed expressway for streetcars. Once sleeping giants are awakened, it's often difficult to get them to be careful and tread lightly.

That's been the history of the Waterfront. It's been all or nothing. It's very hard to get the right balance of investment and development growth. If I had any sort of overall view of Harbourfront, it would be "What was the Hurry?" There was pressure to have it all done in seven years, which in retrospect, was probably 400 percent too fast. If they had said 25 years, instead of seven, then as mistakes were made, they could have been corrected. Now you see the results and the difficulty of trying to slow down this tremendous engine of commitments to development - of the Dome, the LRT, the condos.

**C.P.:** *When the Waterfront planning started, did you know where you wanted it to go, or was that something that unfolded over time?*

**McLaughlin:** Yes, but only half got done - well maybe two-thirds...the Railway Lands, in terms of the public infrastructure investment; the railway yards are gone, new streets and bridges are under construction. The Dome, of course, wasn't thought of in the beginning. But certainly, the major part of it, the streets and all that, was sorted out. It was difficult, of course, to get the Dome to fit within this public infrastructure, but we did get major revisions to the Railway Lands Plan to make this work. The Dome is just another kind of public investment which accelerated the interest in investment of all the other owners.

Harbourfront was the first major public investment in the Waterfront since the Toronto Harbour Commission's 1912 plan. When I became Commissioner of Planning and Development, I had been on the board of Harbourfront for two years, and had put together the development framework and self-sufficiency concept, so I am very familiar with the idea of what was meant to be. The major part that was never accomplished was the integration of the East Bayfront - that is still to come.

I remember getting into trouble because the newspapers like to do stories on what Toronto would be like in 20 years or 50 years. I would say it's always dangerous for planning commissioners to make those sorts of predictions, because you will then be perceived as being anti-democratic. There are even those who say that a planning commissioner has no right to an opinion. You have to wait until the people speak. Anyway, I said that East Bayfront should be - will be - either like a South St. Lawrence or East Harbourfront, but it will not be the way it is now. That got a huge reaction from some politicians and industrialists who said that my predictions would scare away all the blue-collar jobs. There's always a fine line between saying what is supposed to happen, and what you think is going to happen, but you can't pretend that you don't know what you are doing.

**C.P.:** *Talking about Harbourfront, what went right and what went wrong? Planning at Harbourfront started out with an atmosphere of co-operation between the planners, the City, Harbourfront, and the politicians. This has dramatically changed. What changed things? How did it happen, and why?*

**McLaughlin:** I think it is wrong to characterize the Planning Department and Harbourfront as being co-operative at the beginning. They were not, but those battles were held behind closed doors. However, quite a few things about Harbourfront have gone very well, and a few things have gone wrong. The right things were, first, the programming, and second, the idea that public and private money got invested in the Waterfront and that things started to happen. In some ways it's like arguing about the Garden of Eden, but still, there's no reason why we shouldn't complain about what went wrong.

There were basically two problems. On the one hand, there is this business of a seven-year gun to the head which said all the money should be paid back by Harbourfront within seven years. On the other hand, there was this very sophisticated planning process which assumed negotiation and trust on both sides. Looking back, I realize that you couldn't have it both ways. It was an unequal partnership. You couldn't have trust when there's this big thing called self-sufficiency breathing down the neck of Harbourfront. It's interesting that of the original five goals and objectives of Harbourfront, only one of them was called self-sufficiency. Suddenly, the other four objectives became secondary to number five, because that was the only thing that could be measured. We had put together a process that depended on all of those objectives being balanced, not only self-sufficiency. If we had recognized that at the time, we wouldn't have had any special planning process. We would have said it's just like any other part of town. Here is Harbourfront, the private developer, just like anywhere else, and let's not kid the troops. We should have forced the public infrastructure, design, financing and implementation - including all of the parks, and then allowed the private development to proceed. Remember, public investment first, private investment second. Harbourfront hid behind the mask of joint ventures and private development.

It was a fundamental flaw building a system based on trust, and not realizing that at the end of the day it

turn to page 55 ▶

# The Commissioners

*from page 4*

was just a major development. It's no wonder that people didn't want to sit down and have chit-chats. I just went through some old correspondence. Here's one from February, '84: "Dear Howard (Cohen, then Harbourfront's President and General Manager); I have many serious concerns regarding your condominium proposal for Harbourfront." This correspondence just went on and on, for the whole of 1983. Here's another one: "The proposal call process is misleading."

So we have known for years that we were heading for trouble, but it wasn't until buildings actually went up that people asked, how did that happen? It shouldn't have been a surprise to the politicians, planners and developers who were working on it. Here's another memo from that period which says, "More than anything else, the design appears to be an unattractive building scheme which would be a blot on the landscape...", referring to the Harbourfront condominiums. We knew these things ahead of time, and all Harbourfront said was "So?" And Council said, "So? We're still going to build it."

**C.P.:** *What, if any, different role could planners have played to change the process or the outcome at Harbourfront?*

**McLaughlin:** The problem was that in 1983 and 1984, our complaints reached deaf ears. It wasn't until some things were built that people started to react. I'm not sure how planners could have done it differently. The planners were outmanoeuvred politically most of the time. I sometimes wonder what would have turned out differently if I had been more political about it, in the sense that, as we discussed earlier, planning commissioners shouldn't be out there lobbying the politicians. But if you sit there and watch all the developers lobby, should you say, "Well, I'm going to go and do it too." Or should you just let the political cards fall where they may.

As we dealt with Harbourfront, we said: "In order to plan properly, we want physical models." We knew that



"I'm actually a shy person who prefers to say something in very simple words."

the densities were large, but we were convinced that with proper design and massing controls, and a circulation and infrastructure plan, a successful urban waterfront could be developed. But this was rejected at every turn. That may be another area where we could have pressed harder. I remember we finally got Harbourfront to show up with the model at the Council meeting when the Official Plan was being discussed. They had been determined not to do a model because they were afraid people would "misinterpret the results." We finally said: "No model, we're not even going to put this thing on the agenda." But they did show up with one and the model was wrong. It was out of scale, but at least it was a beginning of an awareness of what Harbourfront was. We never did get a decent road plan or parks plan, but by then there were shovels in the ground. One building was actually under construction in the middle of Queen's Quay.

One of the things that led to my recent job as a consultant on Federal lands in the Metropolitan Toronto area, was the awareness that Harbourfront, the developer, didn't really seem to have a boss. You couldn't phone someone and say, "We don't like it." The Federal Government would say, "We have nothing to do with them." "Isn't Harbourfront a local Toronto project?" they would say, and I kept saying, "No, I thought it was a Federal project." That's really what I've been fascinated with in the last few months here - to say to The Queen (Her Majesty in Right of Canada) and the Minister of Public Works, "By the way, did you realize you have a project there?" And now they understand. They understand it very well and they are doing something about it. Now they really understand the public and political accountability. In fact, they now realize the much broader implications. As a result, they have recently set up a Royal Commission on the Waterfront, led by (former Mayor and Member of Parliament), David Crombie.

The whole accountability thing is key. Any time you sit down with a developer on any project, you say, "Which project is this?" "Who are you working for?" "Is it a syndicate?" "Is it a real project at all?" "Who is paying for this?" You try and get a sense of what's real and where the real accountability lies. I remember dealing with Harbourfront, on many occasions, even with their Board, and saying, "What is it that is driving you to build these large ugly buildings?", and "Who is telling you to do it, because I want to talk to this person." And they kept saying, "No one. It's just the general concept of self-sufficiency." We were always frustrated at not being able to say, "If it's the Minister of Public Works that is saying you've got to pay me back in three years, then call him and say, 'Would you mind making it 10 years?'" And Harbourfront would say, "Oh no, it's not him - it's not his fault." The frustration was establishing who's in charge. You can expand it to include who runs CN? Who runs the THC? Who runs the Toronto Island Airport?

There are those who say the land interests in the Waterfront can't be

# The Commissioners

*from page 55*

managed without an overall authority. We are looking at other possibilities, but I think it is essential to talk in terms of the bigger picture, of the major infrastructure and land uses, and the kinds of opportunities that lie before us. For example, are there ways to think bigger and better about the Gardiner Expressway, or bigger and better about the rail corridor, or bigger and better about the open space. And how can you get all the governments organized around that?

**C.P.:** *What drove planning in the East Bayfront and the Port areas?*

**McLaughlin:** In the '70s, the planning policy was basically a standoff between planners saying retain industry, and the Harbour Commissioners saying retain the Port. There were a couple of people at the Housing Department who had worked on the St. Lawrence Neighbourhood who were saying we should do something about this. They were all told to go away. By 1979, it was still a standoff between industry and the Port. I had many meetings with the Harbour Commissioners saying, "Now, this port you want to save, can you tell me where it is, because I can't find it."

Secondly, I made an unintentional mistake when someone asked me what I thought that part of the Waterfront should look like. I said it should be Harbourfront East, and this wasn't planning policy at the time. I still believe this. Watch the latest round of the Central Waterfront Plan, because it's all going to come around again. There will certainly be discussions about the role of the THC as a port developer and manager versus the THC as a land developer. That will become a much bigger issue and the dynamic will be at a totally different level - included in the Terms of Reference of the Royal Commission. It could make the Harbourfront issue look like small potatoes.

**C.P.:** *Turning to the Central Bayfront, with the four main land owners there, what were the differences in dealing with this area of the Waterfront?*

**McLaughlin:** Dealing with the Campeau properties it was very, very different. With Harbour Square, the Westin Harbour Castle hotel, and now Waterpark Place, Campeau kept saying that they had a 1968 deal - a signed tripartite agreement with the City, the THC and themselves. I said I don't want to be unfair, and we can't rip up all the agreements, but maybe we can renegotiate something better. And that was when I talked to them about the Scotia Plaza site, in which Campeau was a partner. I asked, "Can we have some density off the Waterfront? Can we have the housing instead of commercial at Waterpark Place?"

The World Trade Centre, built on Harbour Commission lands, was much more difficult. In this case, the THC had their own internal debate. I think, in some ways, it was sort of parallel to the new City Council. More on the order of a polarization between the staff and the Commissioners. Each Commissioner seemed to advocate his or her own deal. It didn't have any kind of normal planning process. I got calls from Commissioners saying, "Come and see this one, this one is my favourite." It was this crazy way of doing things. It is public land. Even developers don't do it that way.

I said, "Let's start over again, go back to basics, and get the zoning in place and develop guidelines." "No, no, no, we're in a hurry, and we've got to pay off our debt." It seems we're always in a hurry. So, again, it was tremendously accelerated. We had long heated battles. They finally decided to announce their project. It happened to be on my birthday. I said, "Well, you know I think it's a terrible scheme, and it's my birthday, so I won't go to work today, and you won't have to hear me say it in public. You know that I said I'm not going to support it." Somehow the thing got cut down a lot in density, but it was still pretty big; it was a very different process.

Marine Terminal 27 was another story. It was about price versus value versus political control. It was not about planning - there still is no real zoning on these lands. You know the results, we now have three City politicians on the Toronto Harbour Commission.

Each one of these major projects has a totally different political and economic dynamic.

The Railway Lands was driven by an economic dynamic. The City had, and still has tremendous power, and was able to obtain a lot of benefits and a lot of concessions to get things going. But it was always David versus Goliath. It was always a question of what a little person can do to get it done the best way. What this leaves now is the question - is that good enough? That's why you encounter speculation in the press about a super-authority. Every time people get frustrated, we're told we must have some kind of super-authority.

I have been involved in consulting with super-authorities for 15 years, and my answer has always been, it would be great to have one, but you can never agree who it should be, therefore, it is better not to have one at all. People say there should be an authority, so long as it is me. I'm the Prime Minister, or I'm the Premier, or I'm the Metro Chairman, or I'm the Mayor, or I'm the Chairman of the Board of Trade. If it is going to be someone else in charge, no one wants it. So, it has been that kind of dynamic that the City has been able to capitalize on, by and large, to get all these things going. The question remains, is that good enough for Toronto? Is it a good enough process; a good enough product for our Waterfront?

**C.P.:** *How did you shape the approach to the Railway Lands: what steps did you take to start the development process?*

**McLaughlin:** Two things. First was to say to the railways that there is going to be a City plan instead of a "Railway plan." Second was that because of the complicated land ownership, I was prepared to rub out all the property boundaries and treat it as one piece from a planning point of view. The City agreed to act as the negotiator between the various landowners and the two railways to achieve an equitable division of property rights. We were prepared to be flexible as to how this density was distributed. It took a long time for the railways to believe it.

We also had to build support from Metro, the Province and the Federal Government, so we set up the Railway

# The Commissioners

*from page 56*

Lands Group and just talked and talked and talked. Eventually, we got to where we are, but we still have a long way to go. A City plan implies, by the way, a major infrastructure plan and a civic commitment to build it. I remember long discussions with Ray Bremner (Commissioner of Public Works) who supported us in this. I said, "We are not going to sit here and wait until the railways decide when the market is right to develop the Railway Lands." I was quite happy to say to the railways, "We don't care if anything ever gets built, but the City is going to build parks and roads and bridges now. Remember, this is an important link to the Waterfront." So it was very much that approach that put the City in control. The City put its money where its mouth is. It has got to be much more in City hands. I think so far that has been the case.

Even the Dome is very much part of a major public project. Again, there is a certain amount of difficulty in controlling this public project. We, as David, threatened Goliath (too tall, too fat, too ugly), and they agreed to significant changes in the size and design of the Dome. But the major public investments in infrastructure and transit came first, and then the developers came in later. We'll see how they respond.

**C.P.:** *What changes did you see taking place in the Financial District during your tenure?*

**McLaughlin:** Not much in policy terms, but there was a lot of building. I think there were two interesting highlights. One was to see that the idea of a mixed-use eight and four building was just a dream as a prototype (eight times commercial coverage and four times residential coverage, up to a maximum of 12 times - the Financial District zoning). That hit home very hard when an ex-chief planner of the City who was working for a large developer said, "We're finally going to built the first 'eight and four' - and it is going to be great." "Really?" I said. "Yes, we've proved that we can do it." I said, "That would be great, everyone just wants to build eight or twelve, (in commercial coverage) not eight and four." They went away and worked on the scheme and when they came back six months later, here is this very large building with no housing. I said, "Wait a minute." He said, "The economics don't work." The big change was that the idea of building housing in the Financial District just seemed so unachievable. Today, there is just one condo going up - a density transfer.

The second thing is related. If you can't do it that way (build housing in the Financial District), are there other ways of making it happen, like with the Scotia Plaza? I remember saying to the Chairman of the Bank of Nova Scotia, "You have to provide 15 percent assisted housing on your world headquarters site." He said, "Young man, what are you talking about? We are a bank." But they had to understand it didn't matter about the ideology, it was just a requirement, and they had to do it somehow, or no building. He said, "There is no way we are going to have low-rent people living in our building." I said, "I won't push it that far, but we have got to find the housing for them somewhere." I remembered that in the St. Lawrence Neighbourhood there was an old rubber factory, so I said, "Why don't you buy that for the City, it has potentially the same number of units as your requirement?" So that was a new phase of how to get the housing - try other things.

Of course, on Scotia Plaza, heritage buildings, workplace daycare and the rebuilding of the King Street Subway Station also became major components of the final solution. I was very disappointed at the end of the Scotia Plaza arrangement, as we had worked very hard to make our recommendations professionally sound. The rationale, the number of units were carefully worked out, and at the end, some Members of Council treated it as a bit of a joke. They said, "Well, the banks are rich, they can afford more, so we are going to the OMB." So a final solution was agreed to in cash terms - not in planning terms. In my view, we had gone over a very important watershed and are not the better for it.

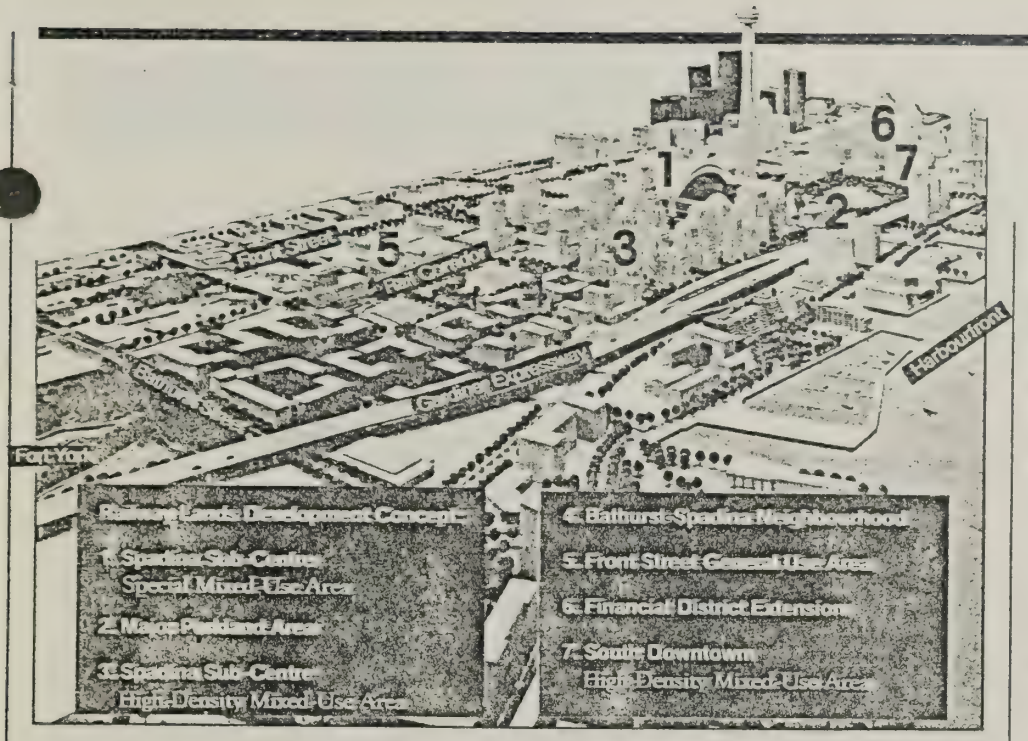
Also, in the Central Core, there was, and perhaps still is, a perception that it is a 1960's downtown, and that 12 times density is where you start; that we planners love all this negotiation to get up to 16 times. The Scotia Plaza arrangement sent out the wrong signals, because people thought of it as 16 times coverage. They did not grasp that it was actually eight times plus a whole bunch of other things, and a downzoning in the Waterfront. I was amazed by the number of developers who said, "Well, now that we are back to 12 times coverage, how many historic buildings do we have to save to get 16 times?

That, plus the Scotia Plaza density transfer; those two things got people very, very confused. So I went on one of my little speaking tours, telling developers that they had it wrong, that this was not what was happening. As a matter of fact, if they were not careful, negotiations over sites were going to be cut off altogether. We had big struggles with developers' expectations, simply because they assumed that the sky was the limit.

**C.P.:** *What were your major frustrations during your term as Commissioner?*

**McLaughlin:** First was the frustration of watching folks become more polarized. That was a big frustration. Second was the inability to get the Planning and Development Department to respond more quickly. The polarization increased as the stakes became higher, and the speed of decision-making accelerated. We had to get the Department to work at that level, not to say, "I'll call you back in four months." I said, "Look, in four months, it's gone. They are going to make the deal tomorrow night and I have got to be ready with the ammunition. Otherwise we will have no leverage at all." So, sometimes I had to make up an answer. I couldn't say, "I'll see you in four months because I've got nine people working on it." The political deal would have been in place.

There was a fundamental, philosophical tension that was developing. We could be having a meeting with someone and I couldn't give an answer right away. The developer would say, "Why don't you




just tell everyone what to do?" I said, "No, the price is too high." I'd rather be slow, or not have an answer, than have that kind of system.

Many politicians and developers wanted instant decisions, so they went out and made their own deal, even though they knew they would be better off if they got the planner's advice. But often that advice wasn't available fast enough.

Another frustration was the inability to develop a close working relationship with Metro, in terms of Metro Planning, Metro Roads, the TTC, and regional planning. It was certainly an objective of mine, and to a great extent the relationship improved, but it was never completely satisfactory. It was a major achievement for the City when we actually got everyone at the Metro staff level to agree to a downtown traffic plan and the Central Waterfront Transportation Plan. But when it came to implementation it was a different story. Things like Yonge Street, Jarvis Street, Bay Street, one-way streets, the Gardiner, all that is still very much unresolved. We've never been able to really nail the transportation stuff down. Now, of course, you see the Provincial Government getting interested, as they should.

During the OMB hearing for the Railway Lands, we said, "We've finally got an agreement with Metro." And Metro staff would get up and say, "Yes, that's true. We support all this." Then the opponents to our plan subpoenaed Sam Cass, Commissioner of Metro Roads and Traffic, and asked him, "Do you agree with all this? Did you sign these reports?" He'd say, "Well, let me tell you what I think about expressways," and then he would make his speech. The pro side would say, "But Mr. Cass, is this the position of Metro?" He'd say, "No." That was the frustration of being able to make agreements with Metro and not having them stick. It was always with very reluctant parties saying, "One of these days we're going to change it anyway." Now we have direct election to Metro Council the battles will continue, but in a different form.

C.P.: *Focusing on what was accomplished during your tenure, what are you most proud of?*

**McLaughlin:** I am most proud of the staff, and their tremendous level of professionalism and energy. Working during the shift from a Planning Department to a Planning and Development Department, we went into a more aggressive mode. We no longer said, "No, you can't do this" or, "No, you can't do that", or "Wouldn't it be nice if it were like this, but we cannot do much about it." We became much more entrepreneurial, more production-oriented in terms of the results. Like building roads, bridges and parks and creating jobs, and working with the garment industry. Rather than writing a planning policy about the garment industry, we actually sat down with the garment manufacturers and workers. I knew it was a kind of dangerous mission, mixing planning and development, but when I was in Mayor Crombie's Office, I had suggested this as part of the reform of the whole City administration. The big question is whether it will still work. It requires a certain sort of balancing act in a certain political context, and within a certain economic environment. For example, the other day I had lunch with an ex-Commissioner of Development who used to be the Deputy Commissioner of Planning, Walter Manthorpe. He reminded me of what it was like in the early sixties in Toronto, going through the process. It was different. For all these things, there is a political time and a political place when it works or it doesn't. But I was fairly satisfied at the end that things worked pretty well for us.

There's no question that the role of the Planning and Development Department is again very high on the agenda. It is an interesting challenge that Bob Millward (current Commissioner of Planning and Development) and the whole Department face, trying to find the appropriate style for this particular political milieu. I wouldn't be surprised to see a coalition form around the notion that the Planning and Development Department is too big and too powerful and that it should be unwound a bit. You can see it with the Parks Commissioner, who is saying, "Hey, what about me? I've got a few thoughts about parks too. We don't need the planners to do parks." And I think the Public Works Commissioner is going to say, "Gee, transportation - I wouldn't mind having that back." Housing policy is going to be another area where you can expect changes. And look at the Medical Officer of Health and the Environmental Protection Office.

C.P.: *Looking back, what do you see as your legacy to the City of Toronto?*

**McLaughlin:** That we kept the Central Area Plan alive in the face of tremendous economical and political pressures to kill it. To me, the Plan was so fundamental and such a major step forward, an achievement in terms of basic principles and in terms of process. By process, I mean the openness, the accessibility, the level of ▶

# RECENT PUBLICATIONS

A list of recent planning and development-related publications available from the City of Toronto Resource Centre.

Assisted Housing: Options for Private Sector Involvement (November, 1987) — $3.00; Summary — $1.00

Development Projects in the Central Core (January, 1988) — $5.00

Downtown Employment Study Final Report (April 1988) — $5.00

Quinquennial Review 1986, Overview (December, 1986) — $10.00

Quinquennial Review 1986, Summary (December, 1986) — $4.00

Quinquennial Review 1986, Background Paper No. 1 - Changes in the Distribution and Demand for Office Space in the Toronto Region (December, 1986) — $4.00

Quinquennial Review 1986, Background Paper No. 2 - Regional Perspectives on Labour Force Change and the Impacts of Technology (December, 1986) — $4.00

Quinquennial Review 1986, Background Paper No. 3 - Regional Population Trends and Projections (December, 1986) — $4.00

Quinquennial Review 1986, Background Paper No. 4 - A Review of Office Space in the Central Area (December, 1986) — $4.00

Quinquennial Review 1986, Background Paper No. 4A - Statistical Review - Office Space Development in the City of Toronto, 1936-85 (December, 1986) — $4.00

Quinquennial Review 1986, Background Paper No. 5 - Trends in the Utilization of Office Space (December, 1986) — $4.00

Quinquennial Review 1986, Background Paper No. 6 - Trends in Employment (March, 1987) — $4.00

Quinquennial Review 1986, Background Paper No. 7 - Central Area Travel Patterns (March, 1987) — $4.00

Quinquennial Review 1986, Background Paper No. 8 - Review of Transportation Planning in the Core Area, 1975-86 (March, 1987) — $4.00

Quinquennial Review 1986, Full Set — $40.00

Research Bulletin 27: Preserve or Perish - The Issue of Conservation: High-Rise Apartments in the City of Toronto (December, 1987) — $3.00

Research Bulletin 29: 1986 Census Key Demographic Indicators — $3.00

Section 36 Guidelines: Further Report on Guidelines for Bonusing — $7.00

Termite Monitor 1988 (March, 1988) — $4.00

Toronto Construction Trends (June, 1988) — $1.00

Toronto Economic Trends (June, 1988) — $1.00

Windows on Toronto (April, 1987) — $4.00

To obtain any of these publications or for a copy of the complete Publications Price List, please contact the Resource Centre, main floor, City Hall, Toronto, Ontario M5H 2N2; telephone: (416) 392-7410.

## The Commissioners

*from page 58*

public understanding, and the shifting of control more to the City, rather than just being passive. Having said that, I guess there are a few provisos. One is that, to me, the Plan was principles, not numbers. Basically, housing downtown and the relationship of development to the public infrastructure were the fundamental principles that were not always understood. Secondly, that the process, the openness and accessibility, is something that, on some occasions, we lost. To protect a fair, open, comprehensible process will take tremendous work and commitment from the planners, but it is essential.

The Plan of the early '70s was a good one, and it is still alive and well. But, when you have a Plan that is open and is process-oriented, you have to be prepared to defend it from attack from all sides. If the Plan is only about numbers, then what is the point of having a process to enable it to be changed, if it is only eight times (maximum commercial coverage in the Financial District)? I kept saying to developers, "Look, if you don't want to discuss these planning principles and public benefits with me or the politicians, just write your letter to the Buildings Commissioner and ask for a building permit." So that is why the process and the principles are two very important counter-balancing things. That is why I got so annoyed in the days of Scotia Plaza, when people said, "The Plan was thrown out the window. What we should have are firm rules. We don't like this negotiation." We used to have firm rules and no one liked them either. When we had spot rezoning, people wanted a process. Now they say, "We don't like the process because we lose all the time." I'd rather have a process with winning and losing. At least that is more democratic than saying Steve McLaughlin, or the City Solicitor, or the Mayor can invent the number by himself. Then all you do is phone a computer and it will tell you what to do. That is not how you build cities. □

SEPTEMBER/OCTOBER, 1988

MAIN STREET
PLACE
RUES PRINCIPALES

SEPTEMBRE/OCTOBRE, 1988

1:1

# *QUAND LE POLITIQUE RENCONTRE LA RESTAURATION*

*par Marc Denhez*

Une vague de restauration déferle présentement en Amérique du Nord, mais les politiciens canadiens ont porté peu d'attention aux implications économiques qui s'ensuivent. Pour cerner la question, Place s'est entretenu avec monsieur Marc Denhez, avocat, auteur et conservateur reconnu mondialement.

PLACE: Parlez-nous de ce mouvement de rénovation.

DENHEZ: Pour les consommateurs, la rénovation domiciliaire est devenue un indice de qualité de vie, davantage que les voitures sport, le jogging ou la saine alimentation.

PLACE: Et cette révolution ne se limite pas seulement à la rénovation domiciliaire?

DENHEZ: Exactement. Prenons l'exemple du couple typique des années 1980 (double revenu, sans enfant) qui, à peine la restauration de sa maison terminée, s'impliquera dans la rénovation d'un petit commerce.

PLACE: Ce mouvement touche-t-il aussi le monde des affaires?

DENHEZ: L'industrie de la rénovation a connu un taux de croissance qui a surpassé celui de la plupart des autres secteurs de l'économie. En Amérique du Nord, les investissements ont atteint 300 milliards, dépassant depuis au moins cinq ans, les investissements en constructions neuves. En Nouvelle-Angleterre, par exemple, l'argent investi en rénovation est supérieur dans une proportion de 2 pour 1.

PLACE: L'emphase mis sur la restauration représente donc un changement majeur dans le comportement des consommateurs.

DENHEZ: Au cours des années quarante et cinquante, on avait une idée bien précise de ce qu'une ville nord-américaine devait être; au centre-ville, des édifices en hauteur reliés à la banlieue par des boulevards. Mais pour des raisons de commodité, d'économie et d'esthétisme, la mentalité a changé.

**(suite p. 3, "politique")**

# *POLITICIANS AND REHABILITATION*

*Marc Denhez on the new revolution*

A wave of building renovation is sweeping across North America but most Canadian politicians have paid its economic implications scant attention. So says Ottawa-based Marc Denhez, the internationally-respected lawyer/author/conservationist. PLACE caught up with him lately and enjoyed this conversation:

PLACE: Talk about the renovation revolution.

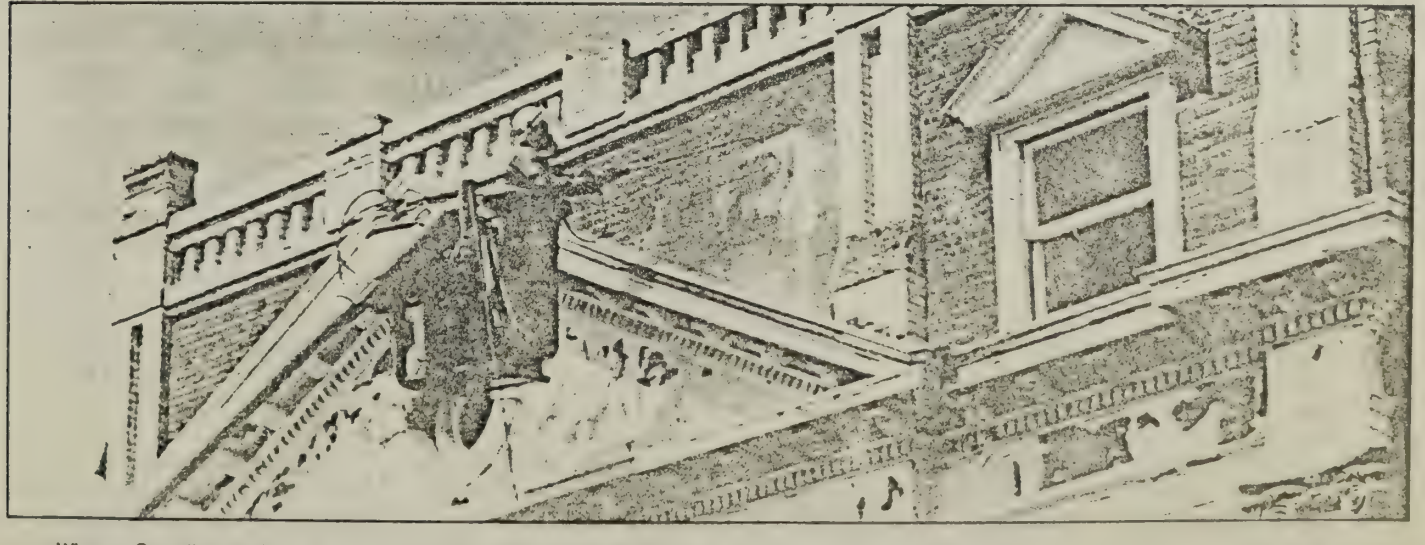
DENHEZ: A Doonsbury cartoon says it all. Scraping noises emanate from an old building until a voice cries, "It's ... it's OAK. We've struck oak." Renovation has become the consumate barometer of the times, more than BMWs, CD players, or the case of empty Perrier at the back door.

PLACE: And this revolution does not apply only to homes.

DENHEZ: That's right. When the typical 1980s DINKs (double-income, no kids) have finished a day's work on their renovated houses, they head off to a renovated bar in a renovated district.

PLACE: All of which adds up to big business.

**(see "Politicians," page 2)**



Why are Canadian politicians slow to support building rehabilitation – even when it means investment and jobs?
*Pourquoi les politiciens canadiens mettent-ils du temps à favoriser la réhabilitation des bâtiments – même si elle est synonyme d'investissement et d'emplois?*

POLITICIANS (cont'd from page 1)

DENHEZ: The renovation industry has witnessed a growth rate which has surpassed that of almost every other sector of the economy. Renovation in North America now exceeds $300 billion; it passed investment in new construction at least five years ago. In New England, renovation investment now outweighs new construction by a factor of more than two to one.

PLACE: The emphasis on renovation represents a major shift in taste, doesn't it?

DENHEZ: During the 1940s and 1950s, North Americans had a well-defined idea of what a city should look like: Downtown highrises linked by freeways to the bungalows in the suburbs. Then something changed. For many reasons, including convenience, economics, and aesthetics, Americans decided they would reoccupy districts like Washington's Georgetown or Boston's Back Bay. The trickle of the 1960s turned into a steady flow in the 1970s; by the mid-1980s, it had become a flood. The same thing happened in such Canadian neighbourhoods as Toronto's Cabbagetown and Vancouver's Gastown.

PLACE: What role did politicians play in this?

DENHEZ: The revolution did not occur by accident. In 1976, the U.S. federal government adopted the first of a series of income tax breaks for prospective renovators of a half-million historic buildings. In 1981, the Reagan administration drastically increased the number of buildings eligible for tax breaks. At the same time, state and local governments were revising their income tax and property tax to create a better economic climate for renovation.

PLACE: Stay with municipal politicians for a minute.

DENHEZ: Municipal politicians played a key role. Thanks to the near-bankruptcy of New York and other cities, they came to realize that although new construction does increase a city's tax base, it also creates new pressures on municipal infrastructure (sewage, water supply, roads, etc.). With each project, one approaches the threshold at which that infrastructure must be expanded and reworked at considerable expense. In fact, the typical North American city has had to redesign its infrastructure at least once every generation. The gross tax base was on a treadmill and was actually slipping backwards.



Ottawa lawyer and culture guru Marc Denhez.
*Marc Denhez, avocat d'Ottawa et garou culturel.*

PLACE: So how did municipal politicians react?

DENHEZ: In San Francisco they proclaimed that since renovation increased the tax base without making extra demands on municipal services, the city would create a preferential climate for that investment. Within short order, almost every major city in the U.S. followed suit. By 1985, U.S. cities could afford to provide major support for renovators and still be financially healthier than they had been in decades. Metropolitan Baltimore, for example, was witnessing almost as much renovation as all of Ontario.

PLACE: And everyone lived happily ever after?

DENHEZ: It almost didn't work that way. In the mid-80s, the White House announced that since the renovation industry had grown so tremendously, the beneficial tax measures which Reagan had introduced in 1981 were now superfluous. To save these measures, municipal politicians descended on Washington like locusts. The mayors and aldermen of Chicago, Pittsburgh, Philadelphia and other cities argued that any dampening of renovation fervour would harm the national economy and set cities back 10 years. The White House acquiesced: and when Congress passed tax reform in October 1986, the renovation industry was one of the very few sectors of the economy that continued to get beneficial treatment. This is the ultimate barometer of its national importance.

PLACE: So far we've talked mostly about U.S. successes. What's the story in Canada?

DENHEZ: Let me focus on the City of Ottawa for it is instructive. Here, investment in local renovation has grown but still lags behind new construction. At the per-capita level, local renovation investment is less than half the North American average. Heritage Ottawa [Denhez is its president] has pointed out that even if the city closed only a third of the gap between it and the North American average, we would see an extra $76 million in annual investment and 4,500 new jobs.

PLACE: That sounds like an argument politicians could relate to.

DENHEZ: It does but City Hall's multi-volume "Official Plan" makes no significant mention of the renovation industry; the draft "New Official Plan" doesn't mention it in its table of contents; the draft "Core Area Policy Statement" focuses exclusively on new construction. Hasn't anyone at City Hall read statistics lately? Or is the City insisting on duplicating a 1950s strategy that the rest of the continent has discredited?

PLACE: Where does the fault lie?

DENHEZ: The fault does not lie with planning staff. Their political bosses include some vocal aldermen who are into the 1950s concept of towers, freeways, and bungalows in the suburbs. The misconception that nothing else constitutes development could be incredibly costly. Council's actions have even more negative effects than its lack of interest. Property tax increases on renovated buildings have been used like a sledgehammer on renovators. Other cities in North America have adopted a diametrically opposite approach: instead of penalizing renovators they have been given property incentives. Even modest inducements could produce benfits out of proportion with their cost.

PLACE: So the message to politicians is: learn the economic value of renovation.

DENHEZ: The revolution has created an unprecedented opportunity for North American cities to improve their tax base painlessly and to beautify their buildings in the process. If we do not wish to confine the consequences to a handful of areas and a few fern bars, the renovation process needs to enjoy a firm commitment of public sector support.

CA4 ON HBC A05
C51P4C

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

## NOTICE OF MEETING

Central Area Plan Implementation Committee

Friday, January 13, 1989

9:30 a.m.

Room 233, City Hall

David Godley

Co-ordinator

## AGENDA

1. Chairperson's remarks - Alderman Christopherson.
2. Minutes of the meeting held November 25, 1988 (Attached) **(FOR APPROVAL)**.
3. Matters arising from the minutes.
4. CAPIC Terms of Reference. Presentation by David Godley (FOR RECOMMENDATION TO PLANNING COMMITTEE).
5. CAPIC 1989 Program Priorities. Presentation by David Godley **(FOR DISCUSSION)**.
6. Ten years of community involvement in Central Area Planning - plans for presentations. Presentation by David Godley **(FOR DISCUSSION)**.
7. Appointment of a new Chairperson and Vice-Chairperson - Alderman Christopherson **(FOR APPROVAL)**.
8. Perimeter Road - Socio-Economic Impact Summary (Attached). Presentation by Ted Gill **(DISCUSSION, TIME PERMITTING)**.
9. Other business.
10. Next meeting.

HY:CS
Attach.
0117P

2

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

MEETING

Room 219, City Hall

Friday, November 25, 1988

M I N U T E S

## MEMBERS ATTENDING

Alderman David Christopherson - Chairman
John Nolan - Vice Chairman - Chamber of Commerce
Ozzie Ferguson - United Senior Citizens of Ontario
Bruce Rankin - Hamilton Society of Architects
Arthur Lomax - Hamilton Automobile Club
Kay Nolan - Hamilton-Wentworth Roman Catholic Separate School Board
Gil Simmons - North End Neighbourhood
Ken Stone - Hamilton District Labour Council
Gabriel Etele - Downtown Business Improvement Area
Russell Elman - Coalition on Sensible Transit and Durand Association
Gloria DeSantis - Social Planning and Research Council
Rev. Charles Forsyth - First Place
David Cohen - Corktown-Stinson Neighbourhoods
Robert Kronas - Hamilton Real Estate Board (Substitute for Mark Boyak)

## REGRETS

Mark Boyak - Hamilton Real Estate Board
Andrew Burghardt - McMaster University

## STAFF

David Godley - Local Planning
Haig Yeghouchian - Local Planning
Bill Lambert - Regional Planning
Heinz Schweinbenz - Hamilton Street Railways
Sylvia Renshaw - Economic Development
Roland Karl - Traffic Department
John Robinson - Community Development
Peter Baker - Hamilton Parking Authority
Vince Manceri - Hamilton Street Railways

## CONSULTANTS

Doug Sexton - Gallop and Gallop
Joan Hendershot - Hendershot Research Consultants
Rick Lintack - S. M. Roscoe Inc., Architects

## CHAIRMAN'S REMARKS

1. Alderman Christopherson called the meeting to order and welcomed all members. Alderman Christopherson introduced Ken Stone, new member of the Committee representing Hamilton District Labour Council. The Alderman also highlighted the Committee's accomplishments during 1988 and stated that he may not be seeking the Chairmanship of the Committee during the next term in office.

## MINUTES OF PREVIOUS MEETINGS

2. Arthur Lomax stated that the word "downtown" in Item No. 10 of the September 9, 1988 minutes should be replaced by the word "Hamilton".

3. Gil Simmons said that the concept of woonerfs should be reintroduced in the Central Area Plan notwithstanding Item 16 of the September 9, 1988 which states that it should be deleted from the Plan.

4. Alderman Christopherson said that the Central Area Plan has been approved by Council and it would not be strategically prudent to introduce changes at this time. However, a wish list can be started to log matters which require future amendments to the Plan. (**ACTION - Haig Yeghouchian**).

5. The Committee adopted the minutes of the September 9th, 1988 meeting, as revised.

## BUS SHELTERS

6. Heinz Schweinbenz gave an overview of need for bus shelters in downtown Hamilton and stated that at this time they are merely seeking approval in principle on the concept of bus shelters from the Committee.

7. Vince Manceri stated that Hamilton bus shelters are financially self-sufficient. The revenues collected by the adverts offset the capital and operating costs of the shelters. Heinz stated that a survey has been conducted which confirms the need for bus shelters in the downtown.

8. Doug Sexton gave a brief slide presentation on the aesthetics and design of bus shelters. Doug stated that the shape and aesthetics are a very important component of bus shelters and that they would have to complement and blend into the streetscape. The presentation included a slide show of existing bus shelters from other municipalities.

9. Joan Hendershot reviewed the survey results which was conducted on Monday, November 21 and Wednesday, November 23, 1988 at the intersections of King Street and James Street. The survey which interviewed one hundred pedestrians indicates that bus shelters are required in the downtown and that they should incorporate the following features:

   - protect riders from inclement weather;

   - enclosed on all four sides by glass panels to ensure visibility; and,

   - bus route maps to help riders.

10. Ken Stone asked if bus shelters usually are designed to have a second access for safety reasons.

11. Heinz Schweinbenz said that the Committee should only deal with the concept of bus shelters at this time and that the detailed design matters will be dealt with at future meetings.

12. Ken Stone stated that one of the bus shelters on the mountain has an advert which congratulates the Federal Government on the results of the Free Trade Deal.

13. Heinz Schweinbenz said that he was not aware of the particular shelter, but indicated that this matter would be investigated as soon as possible.

14. Alderman Christopherson reminded Committee members that there are appropriate Committees of Council which implement specific guidelines on bus shelters and that perhaps CAPIC may be out of order in discussing these matters.

    Alderman Christopherson also stated that CAPIC should be more concerned about whether the idea of bus shelters in the downtown warrants further consideration.

15. Heinz Schweinbenz summarized the presentation on bus shelters by stating the Hamilton Street Railway has received many complaints on the lack of bus shelters in the downtown specifically in front of the Birk's store along King Street, and along the west side of James Street South of King Street, (i.e. Royal Bank building). Heinz stated that if bus shelters were approved these are the areas where shelters would be built first. The remainder of the downtown would be served by shelters at a late date.

16. Kay Nolan asked if there are any requirements which adverts must satisfy before they are approved for display in bus shelters.

17. Heinz Schweinbenz stated that there are established fund claims adopted to Council which regulate signage and advertising in bus shelters in a City.

18. Russell Elman said that the Committee should not waste a great deal of time discussing this matter and should approve the concept of bus shelter in the downtown, given that such an approval would be consistent with the Central Area Plan.

19. Gil Simmons stated that as a rule shelters should be placed against the prevailing wind to reduce the amount of draft in the enclosed area. Gil also said that if smoking is allowed in shelters, every effort should be made to ensure proper ventilation.

20. Art Lomax mentioned that bus shelters are important and that they vary in shape and size, depending on location.

21. Gloria DeSantis asked what percentage of the survey sample was senior citizens.

22. Joan Hendershot said 18 percent of the people surveyed were 65 years of age and older.

23. David Godley said that support for bus shelters would mean support for public transit. David also said that design aspects are very important in ensuring a successful bus shelter and that the appearance should reflect the character of the area.

24. Charles Forsyth stated that a clear view should be maintained south of Gore Park, and therefore bus shelters advertisement should not be allowed in this area.

25. Art Lomax asked if adverts are always placed away from the approaching bus.

26. Gabriel Etele asked if there is a phasing program in place.

27. Heinz Schweinbenz stated that adverts are placed on the blind side. Heinz also said at this time, phasing of shelters has not been fixed. It was also mentioned that if adverts are prohibited in shelters on the south side of Gore Park, then the revenue which would have generated from these shelters must come from other shelters in the area.

28. David Cohen stated that he agrees with Charles Forsyth's point regarding no advert on the south side of Gore Park.

29. After discussing various aspects of bus shelters, including the fact that the members expressed a desire to be kept informed of the progress on this subject, the Committee unanimously approved the following resolution which was moved by Russell Elman and seconded by Art Lomax:

"That CAPIC unanimously endorses the concept of bus shelters in the downtown area and therefore recommends in principle that the H.S.R. proceed with a program of establishing bus shelters in the downtown which would be compatible with the character of the area. In addition, bus shelters must complement the streetscape and satisfy the design guidelines of the Central Area Plan."

## REGIONAL CENTRE BULLETIN

30. Art Lomax suggested that the pamphlet on the Regional Centre (i.e. Central Area of Hamilton) should be reviewed by Committee members and perhaps discussed at a future meeting. (**ACTION - Haig Yeghouchian**).

31. Russell Elman stated that CAPIC should be on regular mailing list on any publication concerning the Central Area of the City.

32. Sylvia Renshaw mentioned that the Economic Development Department publishes promotional documents to entice national and international business to locate in the area. Sylvia said that the theme for these publications is on the "Greater Hamilton" area.

33. Charles Forsyth said that all material available on the central area should be forwarded to CAPIC.

34. Alderman Christopherson said that a letter can be sent to all departments to request relevant information to be sent to CAPIC. (**ACTION - Haig Yeghouchian**).

35. Russell Elman said that the Regional Centre bulletin should be published more frequently, perhaps 3 or 4 times per year. A letter of request to this effect should be forwarded to the Commissioner of the Planning and Development Department (**ACTION - Haig Yeghouchian**).

## UNFINISHED BUSINESS

36. David Cohen stated that he would like to review Ted Gill's letter regarding the socio-economic impacts of the Perimeter Road and that the item be placed on the next meeting for discussion (**ACTION - Haig Yeghouchian**).

## UPDATE OF DEVELOPMENT PROPOSALS

37. Haig Yeghouchian presented a brief update on the progress of new developments in the Central Area and identified a number of major projects, thereby highlighting the growing interest in the Central Area by private proponents.

## OTHER BUSINESS

38. John Nolan stated that he will resign as a member of CAPIC. John said that he is proud of being associated with the Committee all these years and that the Committee has accomplished a great deal since its early years. John suggested as a matter of future course perhaps CAPIC should review its mandate with a view of reinforcing certain aspects and functions of the Committee.

## ADJOURNMENT

39. The meeting was adjourned at 12:02 p.m.

HY:nd/cs
0117P

4

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## DRAFT TERMS OF REFERENCE

The mandate of the committee is to advise the Planning and Development Committee on planning matters relating to the central area including:

1) the Central Area Plan, its update and revision;

2) strategies for implementing the policies of the Central Area Plan;

3) commenting on proposals which impact on central area plan policies;

4) supplying representatives to other committees to give a central area point of view.

- The committee will be made up of representatives of organizations and individuals who together form a knowledgeable and balanced group. See Appendix "A" for current membership.

- Changes in membership will be submitted by CAPIC to the Planning and Development Committee for approval.

- A Chairperson and Vice-Chairperson will be elected by CAPIC, one of whom will be a member of City Council.

- The Planning and Development Department will be responsible for co-ordinating the committee.

Background

- The Central Area is identified as an area bounded by Queen, Victoria, the Escarpment and the Bay.

- A Central Area Plan was prepared by the Central Area Plan Advisory Committee during 1979 and 1980.

- The plan was adopted by Council in 1981 following which a new committee was struck to guide the preparation of the Downtown Action Plan.

- The Downtown Action Plan Committee was then formed to install the streetscaping recommendations of the Plan and at that time the need for a policy oriented committee was identified.

- The Central Area Plan Implementation Committee (CAPIC) was formed by Council in February 1984 to concentrate on policy issues and their implementation.

- Since 1984 CAPIC has undertaken a major review of the Central Area Plan as well as providing advice to the Planning and Development Committee on an ongoing basis.

D.G.:nd
W.P. DOC. 0463P

5

## CAPIC PROGRAM PRIORITIES FOR 1989

## LIST OF POSSIBLE PROJECTS

1. **CAPIC TERMS OF REFERENCE** - A draft has been prepared as a result of discussions earlier this year. The Committee has not taken a formal position on this matter due to other priorities. This matter is included in the agenda, since it may be appropriate to take action soon after the new Council is elected. Further discussion is needed before recommendations can be made.

2. **DOWNTOWN ACTION PLAN** - The Downtown Action Plan was prepared in 1983 and formed the basis for the downtown streetscaping program. The Plan needs to be reviewed in light of the new Central Area Plan.

3. **CENTRAL BUSINESS DISTRICT STUDY** - The City has received grant approval from the Ministry of Municipal Affairs. The Departments are gearing up to start the Study at the beginning of the year. CAPIC will function as the advisory group prior to preparing a final recommendation to the Planning and Development Committee. The terms of reference are included in

4. **PERIMETER ROAD** - Participation in the review of the functional designs for the Perimeter Road. Decisions still have to be made on the Wellington, Victoria and Bay Streets interchanges, as well as details along the full length of the road.

5. **REGIONAL TRANSPORTATION STRATEGY** - Review the overall transportation network in the Region in the context of the traffic and movement policies in the new Central Area Plan. A transportation study of the downtown should also be considered.

6. **TRUCK ROUTE REVIEW** - Review the existing truck routes in the Central Area in light of the growing concerns regarding through truck traffic on the existing road network.

7. **PUBLIC PARTICIPATION POLICIES** - The Central Area Plan specifically introduces public participation policies for the Central Area. A study is needed to show how these can be applied.

8. **EDMONTON PRIDE** - Review Edmonton's Downtown Development Corporation to see if there is application to downtown Hamilton.

9. **CENTRAL AREA PLAN IMPLEMENTATION** - Review the Central Area Plan Implementation Strategy. Appendix #3 includes the Implementation Studies Program previously prepared in conjunction with CAPIC. A list of studies to be undertaken by the Planning and Development Department together with other possible studies.

10. **HIGH DENSITY STUDY**

The Planning Committee referred a series of recommendations on High Density Housing to CAPIC. These require reviewing and incorporating into the Central Area Plan as an amendment.

11. **INFORMATION**

The types of information CAPIC should receive and the types of information that should be available to the general public.

12. **AFFORDABLE HOUSING**

Examination of innovative ways of achieving affordable housing in the central area including use of air rights, joint ventures, etc.

HY:CS
WP 0117P

8

# HAMILTON PERIMETER ROAD
# SUMMARY OF SOCIO-ECONOMIC IMPACTS

1577-04-2

11 NOVEMBER 1988

A major new road project such as Hamilton Perimeter Road, will have significant social, economic and land use impacts on an urban area. These impacts are generally defined under the following headings:

- existing land use;
- future land use;
- property requirements;
- accessibility effects; and
- proximity effects.

Existing Land Use

Existing land use is based on a detailed review of City of Hamilton zoning maps, assessment maps, discussions with municipal staff and field surveys (May 1987).

The land use in the study area varies considerably and is described briefly below:

- Highway 403 Interchange: Major land uses are open space and transportation facilities including the Royal Botanical Gardens, Cootes Paradise, Hamilton Cemetery, Hamilton Harbour, Kay Drage Park, Harvey Park, Highway 403, York Boulevard, CNR and CPR.

- Highway 403 to Bay Street: Dominated by the CNR's Stuart Street Yard, Hamilton Harbour (Bay Front), Dundurn Castle (heritage feature) and Park, former Lax Landfill (now owned by the City of Hamilton), industries including Stelco, Canron and Route Canada.

- Bay Street Interchange/Intersections: Dominated by the North End Neighbourhood West, Bay Street Bridge, part of former Lax Landfill (now owned by the City of Hamilton), CNR tracks, waterfront marina area, residential area along Bay Street south of Stuart Street containing several potential heritage buildings.

- Strachan Street Corridor: Major land use features are the North End residential neighbourhood with some potential heritage buildings on Strachan Street, the CNR corridor, the Customs House (designated) and CNR station.

- Wellington and Victoria Avenue Area: Primarily industrial land use, including tank farms, Otis Elevator and some vacant industrial parcels.

- Burlington Street Corridor: Dominated by industrial land use and contains small pockets of retail commercial and residential land use.

Future Land Use

Future land use for the study area is based on a review of the Official Plan for the Region of Hamilton-Wentworth, the City of Hamilton, Local Area Plans and detailed discussion with municipal staff.

Generally, future land use will not change significantly from existing land use. However, there are some areas that will undergo transition. These are:

- the proposed Waterfront Park on the former Lax Landfill;

- potential redevelopment of existing industrial areas in the western portion of the City;

- the Land and Alpha residential enclaves which will eventually be industrial uses.

The Hamilton Perimeter Road is designated in the Official Plans for the City of Hamilton and the Region of Hamilton-Wentworth. Applicable policies are also contained in these documents. Generally, the Perimeter Road is illustrated in the land use schedules as located in the study area under review.

Property Requirements

A significant amount of property for the Perimeter Road had already been acquired or has been designated for acquisition by the Region, as noted at Hamilton Perimeter Road Study Workshop No. 3 held on 3 December 1987.

Approximately 50% of the Strachan Street corridor area east of Bay Street to Wellington Street has been purchased. This property currently exists as open space. An additional 12 residences will require removal, and 16 residences will incur property taking, but will not result in the removal of units.

The area between Wellington Street and Victoria Street north of the CNR and south of Burlington Street has been designated

for purchase and 5% to 10% of this has been acquired for the Perimeter Road. An additional 12-14 hectares of mainly industrial land must be acquired.

Approximately 25% of the area east of Victoria Avenue to Sherman Street has been purchased. A significant amount of property is still required; an additional 45 residential lots and portions of 8 commercial/industrial properties.

No land west of Bay Street to Highway 403 has been purchased. It is estimated that 10-12 hectares of property will be required in this area. The property requirements are similar for either the north or south/north option.

The Bay Street widening requires significant property acquisition for either the east side or west side options. The east side option requires acquisition of 34 residential lots and portions of 5 commercial properties. The west side option requires acquisition of 30 residential lots, 2 apartment houses and 2 commercial buildings. The west side option also requires relocation of 4 heritage buildings and acquisition of a portion of the CUPE building and City of Hamilton garage facilities.

Since Hamilton Perimeter Road Study Workshop No. 3, an alignment option has also been proposed along Tiffany Street, north and south of Barton Street west of Bay Street. This option would entail the acquisition of 8 residential properties and 3 commercial/industrial properties.

Accessibility and Proximity Effects

The accessibility and proximity effects of Perimeter Road are based on a review of the Official Plan of the Hamilton-Wentworth Region, City of Hamilton Local Plans, and pertinent transportation studies.

The three areas in which accessibility and proximity effects will be experienced are:

- the Central Area;
- the Bayfront and North Hamilton Industrial Areas; and
- the North End Neighbourhood.

The Central Area is characterized by commercial, office and high density residential uses which demand good accessibility and locate in areas which offer this attribute. Perimeter Road will:

- have significant impact on the attractiveness of the Central Area; and

- support City and Region initiatives to revitalize the Central Area;

- stimulate attainment of unmet commercial potential in the Central Area.

The Bayfront and North Hamilton Industrial Areas require road improvements to allow for improved access to markets and suppliers, and also to allow for access to larger labour pools. Perimeter Road will:

- have a positive economic effect on the Bayfront and North Hamilton Industrial Areas;

- increase redevelopment potential in these industrial areas; and

- lend support to the success of residential enclave clearance proposals in the Bayfront Industrial Area.

The North End Neighbourhood can be expected to experience a positive impact on residential land values in the area as perimeter road will improve accessibility to the area.

Perimeter Road will:

- reduce traffic volumes in North End Neighbourhoods by approximately one third;

- result in significant decrease in noise and fumes; and

- result in increased pedestrian safety.

Conclusion

The perimeter road can be expected to provide a number of positive socio-economic impacts for Hamilton. Most importantly, it will provide strong support for planning initiatives directed at revitalizing the Central Area and the Bayfront Industrial Area. Additionally, it can be expected to lead to a significant improvement in the quality of life in the North End Neighbourhood and to an associated increase in residential property values.

CAH ON ABCA05
C5-1P4C

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

NOTICE OF MEETING

FRIDAY, FEBRUARY 17, 1989

9:00 A.M.

ROOM 233, CITY HALL

David Godley
Co-ordinator 526 4221

AGENDA

1. Chairman's Remarks - Alderman Christopherson.

2. Minutes of Meeting held January 13, 1989 (attached) (FOR APPROVAL).

3. Matters arising from the minutes.

4. Revised CAPIC Terms of Reference (attached). Presentation by David Godley (FOR RECOMMENDATION TO PLANNING AND DEVELOPMENT COMMITTEE).

5.a) Revised CAPIC 1989 Project Priorities (attached). Presentation by David Godley (FOR DISCUSSION).

5.b) Central Area Plan Implementation Strategy. Presentation by Mark Hornell (FOR DISCUSSION).

6. Central Business District Study - Status Report. Presentation by Mark Hornell (FOR DISCUSSION).

7. Hamilton Urban Design Awards - Request for submissions (attached). Presentation by David Godley (FOR DISCUSSION).

8. Regional Plaza Project (attachments). Presentation by Ken Anderson, Regional Solicitor (FOR INFORMATION).

9. Suggested reporting categories for CAPIC (attached). Presentation by David Godley and Gloria DeSantis (FOR DISCUSSION).

10. Mayor's awards to CAPIC members (attachments). Presentation by David Godley (FOR INFORMATION).

11. Information and Other Business (attachments).

12. Next Meeting.

M.H.:nd:CS
0149P

capic

2

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

M E E T I N G

Room 233, City Hall

Friday, January 13, 1989

M I N U T E S

## Members Attending

Alderman David Christopherson - Chairman
John Nolan - Past Vice-Chairman - Chamber of Commerce
Ozzie Ferguson - United Senior Citizens of Ontario
Gloria DeSantis - Social Planning and Research Council
Art Lomax - Hamilton Automobile Club
Gil Simmons - North End Neighbourhood
Gabriel Etele - Downtown Business Improvement Area
Russell Elman - Coalition on Sensible Transit and Durand Association
Anne Stewart - Hamilton Board of Education
Rev. Charles Forsyth - First Place
Mark Boyak - Hamilton Real Estate Board
Bruce Rankin - Hamilton Society of Architects
John Eyles - McMaster University
Andrew Burghardt - McMaster University
David Cohen - Corktown-Stinson Neighbourhoods
Ken Stone - Hamilton and District Labour Council

## Regrets

Kay Nolan - Hamiton-Wentworth Roman Catholic Separate School Board

## Guests

Helen Nemeth - Resident - Beasley Neighbourhood
Grace Miles - Social Worker - Beasley Neighbourhood

## Press

Kathy Renwald - Hamilton Spectator

## Staff

David Godley - CAPIC Coordinator - Local Planning
Haig Yeghouchian - CAPIC Secretary - Local Planning
John Robinson - Community Development
Sylvia Renshaw - Economic Development
Chris Walker - Regional Planning
Mark Hornell - Regional Planning
David Cooper - Planning Student
Allan Scully - Planning Student

## CHAIRMAN'S REMARKS

1. Alderman Christopherson called the meeting to order and welcomed everyone. The Alderman also introduced Annie Stewart to the committee. She is the member representing the Hamilton Board of Education.

## MINUTES OF PREVIOUS MEETING

2. The Committee adopted the minutes of November 25, 1988, as submitted.

## CAPIC TERMS OF REFERENCE

3. David Godley gave an overview of CAPIC's draft terms of reference. David explained that changes to CAPIC's membership should be submitted to the Planning and Development Committee for approval in accordance with the draft terms of reference.

   It was also mentioned by David that CAPIC should appoint a member of City Council as chairperson or according to the draft terms of reference.

4. Art Lomax stated that these matters could be coordinated by staff and that there should be adequate safeguard for staff to carry out the administrative tasks necessary to organize and convene future meetings.

5. Alderman Christopherson mentioned that perhaps CAPIC members should be reappointed after each municipal election to ensure a steady stream of fresh and new ideas.

6. David Godley stated organizations rather than individuals are appointed by Council, which is different from most other communities. He also said some changes have taken place to the Committee over the years (i.e., new members and more representation). However, continuity and stability are basic to CAPIC's functioning.

7. Sylvia Renshaw said that flexibility is very important to ensure that new members are able to better serve CAPIC's cause. Alderman Christopherson expressed the view that Item 4 with all its sub-points in the Draft Terms of Reference already addresses Sylvia's suggestion.

8. Gil Simmons suggested that CAPIC should be kept open-ended with the least amount of rules and regulations.

9. Alderman Christopherson stated that open-minded think tank approach is important to CAPIC and therefore the Committee may not wish to be bound by specific requirements.

10. Russell Elman stated that prior to making a decision on the draft Terms of Reference, the original Terms of Reference approved by Council in 1984 should be reviewed.

11. Gloria DeSantis said that information and statistical data are very important in ensuring a comprehensive strategy for the Central Area Plan. Gloria stated that an ongoing monitoring process of developments in the Central Area Plan should help CAPIC in the decision-making process.

12. Ken Stone agreed with Gloria DeSantis's suggestion regarding the availability of more information.

13. Charles Forsyth suggested that the Terms of Reference should be kept vague to give CAPIC some degree of latitude in discussing land use matters in the Central Area. Charles said that as the rule book grows fatter, the effectiveness of the Committee as a "think tank" could be greatly reduced. To this end, Charles suggested that the word proposals in Item #3 of the draft Terms of Reference should be revised to "matters".

14. Anne Steward and Gil Simmons agreed with Charles Forsyth's suggestion that he change the word "proposal" to "matters".

15. Gabriel Etele said that before forwarding a recommendation to the Planning and Development Committee, CAPIC should carefully evaluate the original Terms of Reference adopted in 1984.

    It was agreed to deal with the Terms of Reference at the next meeting. (**ACTION - HAIG**)

16. Alderman Christopherson provided an overview and said that the projects outlined in the program priorities identify CAPIC's goals for the next term.

17. David Godley explained the details of the 12 projects listed and said that their numerical sequence does not reflect their priority, and that other projects could be added.

18. Russell Elman remarked that the list does not make any reference to the waterfront development.

19. Alderman Christopherson stated that perhaps this Committee should be represented on the Waterfront Coordinating Committee.

20. Anne Stewart said if the committee members agree, she could volunteer to represent CAPIC on the Waterfront Coordinating Committee. (**ACTION - HAIG**)

21. John Cyles stated that staff should be asked about the priorities on the list.

22. David Godley made the following remarks on his personal views of the list of projects:

| | | PRIORITY |
|---|---|---|
| 1. | CAPIC Terms of Reference | High/Important |
| 2. | Downtown Action Plan | Low |
| 3. | Central Business District Study | High (Ongoing) |
| 4. | Perimeter Road | High (Ongoing) |
| 5. | Regional Transportation Strategy | High |
| 6. | Truck Route Review | High |
| 7. | Public Participation | High |
| 8. | Edmonton Pride | Medium |
| 9. | Central Area Plan Implementation | Medium |
| 10. | High Density Study | High |
| 11. | Information Analysis | Low |
| 12. | Affordable Housing | Medium |

23. Alderman Christopherson stated that a "menu" should be prepared to highlight the main theme of the Committee.

24. David Cohen said that the Committee should discuss overall planning issues such as density, spatial relationships, and transportation in the Central Area.

    David also said that the Committee should always discuss issues at a level of principle and in his view, the Regional Transportation Strategy was the most important project on the priority list.

25. Ken Stone stated that he would like to introduce the Regional Plaza proposal as a new item for discussion.

26. Charles Forsyth said that he agrees with the philosophical aspects of what David Cohen is saying. Furthermore, Charles said that the Committee should be focussing on how to implement the Central Area Plan and create new residential units in the Central Area. He also suggested a colour coding for various topics to be addressed by CAPIC. **(ACTION - DAVID)**

27. Gloria DeSantis said that important decisions are based on availability of information and therefore, every effort should be made to collect as much information as possible.

28. John Nolan said that the "raison detre" for the Committee is the implementation of the Central Area Plan. John also stated that he anticipates that the thrust in the Central Area will change from "not enough developments" to "too much development".

29. Gabriel Etele said the Committee should be keeping an overview of all activities in the Central Area. He stated that for detailed review and analysis of individual issues, perhaps sub-committees could be set up.

30. John Robinson said that the City is in the process of entering into a "Housing Agreement" to pave the way for a number of pilot projects on affordable housing in the City.

## APPOINTMENT OF A CHAIRPERSON AND VICE-CHAIRPERSON

31. Alderman Christopherson stated that he has not been approached by any politician for the Chairperson's position.

32. Gil Simmons said that she would like to nominate Charles Forsyth as the Vice-Chairperson. Gil stated that Charles has expressed interest for the position.

33. Th Committee members appointed Charles Forsyth as Vice-Chairperson.

34. John Nolan said that perhaps David Godley could be the interim Chairperson for the committee. David thanked John for this compliment, but felt it against current policy to have "staff chair" a committee such as CAPIC. He would be glad to chair the committee in the absence of chairperson and vice-chairperson.

35. Gabrial Etele said that he would like to nominate Russell Elman for the Chairpersonship position. Russell thanked him for the consideration, but declined.

## TEN YEARS IN COMMUNITY INVOLVEMENT

36. David Godley said that the Central Area Plan Advisory Committee and this Committee have been involved in community work for the past 10 years. David mentioned that the actual anniversary date is February 6, 1989. David said the plan for celebrations include a presentation of a scroll by the Mayor to individual members of this committee. David said the presentation would either take place as part of the Heritage Day events on February 20, 1989, or a regular Council meeting. The Committee decided to receive the scrolls at a Council meeting. Committee members also wanted to participate in the Heritage Day events. **(ACTION - HAIG)**

## OTHER BUSINESS

37. Ken Shore requested detailed information on the Regional Plaza proposal. Ken said that such a major public undertaking should be open for public review. **(ACTION - HAIG YEGHOUCHIAN)** It was agreed this would be put on the next agenda. The Committee also wanted information on the Thistle Club.

38. Anne Stewart said that perhaps Alderman Terry Cooke should be approached for the Chairperson's position.

39. It was agreed that staff should prepare a work schedule for the coming year. **(ACTION - DAVID GODLEY)**

**NEXT MEETING**

40. The next meeting was scheduled for 9 a.m., Friday, February 17, 1989.

**ADJOURNMENT**

41. The meeting was adjourned at 12:01 p.m.

HY:cs
0117P

3

*The Local Architectural Conservation Advisory Committee*

*The Hamilton Historical Board*

*and*

*The Corporation of the City of Hamilton*

*Cordially invite you to attend*

# THE PROCLAMATION OF HERITAGE DAY

*February 20, 1989*

*by*

*Mayor Robert M. Morrow*

*in*

*The Council Chambers*

*at*

*12:00 o'clock noon*

*Reception to follow*

*Heritage Exhibits on Display*

*Second Level, Hamilton City Hall*

4

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## DRAFT TERMS OF REFERENCE

The mandate of the Committee is to advise the Planning and Development Committee on planning matters relating to the Central Area, including:

- The Central Area Plan, its update and revision;
- Stategies for implementing the policies of the Central Area Plan;
- Acting as a sounding board for development proposals;
- Coordinating initiatives in the Central Area;
- Monitoring Central Area matters;
- Supplying representatives to other committees to give a Central Area point of view.

### Administrative

- The committee will be made up of representatives of organizations and individuals who together form a knowledgeable and balanced group. See Appendix "A" for current membership.
- Changes in membership will be submitted by CAPIC to the Planning and Development Committee for approval.
- A Chairperson and Vic-Chairperson will be elected by CAPIC, one of whom will be a member of City Council.
- The Planning and Development Department will be responsible for co-ordinating the Committee.

### Background

- The Central Area is identified as an area bounded by Queen Street, Victoria Avenue, the Escarpment and the Bay.
- A Central Area Plan was prepared by the Central Area Plan Advisory Committee during 1979 and 1980.
- The plan was adopted by Council in 1981, following which a new committee was struck to guide the preparation of the Downtown Action Plan.
- The Downtown Action Plan Committee was then formed to install the streetscaping recommendations of the Plan and at that time, the need for a policy-oriented committee was identified.

- The Central Area Plan Implementation Committee (CAPIC) was formed by Council in February, 1984, to concentrate on policy issues and their implementation.

- Since 1984, CAPIC has undertaken a major review of the Central Area Plan, as well as providing advice to the Planning and Development Committee on an ongoing basis.

DG:CS
0056P

Revised February, 1989

APPENDIX "A"

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

MEMBERS

Alderman David Christopherson (Chairperson) - Planning and Development Committee

Reverend Charles Forsyth (Vice-Chairperson) - First Place

Mark Boyak - Hamilton Real Estate Board

David Cohen - Corktown-Stinson Neighbourhood Association

Gloria DeSantis - Social Planning and Research Council

Russell Elman - Durand Neighbourhood

Gabriel Etele - Downtown Business Improvement Area

John Eyles - McMaster University

Ozzie Ferguson - United Senior Citizens

Arthur Lomax - Hamilton Automobile Club

Kay Nolan - Hamilton-Wentworth Roman Catholic School Board

Bruce Rankin - Hamilton Society of Architects

Gil Simmons - North End Neighbourhood

Trustee Anne Stewart - City of Hamilton

Ken Stone - Hamilton and District Labour Council

Marvin Wasserman - King East Business Association

January 26, 1989

THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
71 Main Street West, Hamilton, Ontario L8N 3T4

4.1

December 12, 1983

TO: The Chairman and Members
of the City of Hamilton
Planning and Development Committee

SUBJECT: Central Area Plan Implementation

## RECOMMENDATIONS

1. That Council endorse the Central Area Plan Implementation Strategy as a major product in the Planning and Development's 1984 work program.

2. That a Central Area Plan Implementation Committee be formed to oversee and direct the Central Area Plan Implementation Strategy.

## EXPLANATORY NOTE

Because of the magnitude, importance and range of activities underway and planned in the Central Area, a system is required to determine priorities, assess impacts and provide strategies. The overall objective is to implement the policies of the Central Area Plan. A Committee of vested interests will assist staff in the implementation process.

Respectfully submitted,

(Original signed by V. J. Abraham)

V. J. Abraham, M.C.I.P.
Director of Local Planning

J. D. Thoms, M.C.I.P.
Commissioner
Planning and Development

VJA:RC:pp

Attachments

## BACKGROUND

The Central Area Plan was adopted by the City of Hamilton in January, 1981. It expressed new philosophies:

- that the Central Area should be promoted as the Regional Centre;

- that quality, people-oriented buildings and streetscaping should be introduced into the Central Business District to attract further growth;

- that mixed use development should be encouraged;

- that through traffic on King Street should be discouraged, and that a ring of car parks be established;

- that anchors laong King Street East be established as conterpoints to Jackson Square; and,

- that the downtown be given priority for public investment, particularly the area east of James Street.

Staff generated a number of policies, based on these concepts, but no official body was appointed to carry through the implementation. However, a staff/policital/business committee was set up at the request of downtown businessmen. This committee conceived the Downtown Action Plan. The du Toit group prepared the Downtown Action Plan focussing on three main issues - streetscaping in the downtown area, especially Gore Park, reduction of traffic on King Street East, and a promotion strategy for downtown business. This committee dissolved after the completion of the Plan. It was felt that perhaps the committee should have continued, but the Central Area Co-ordinating and Implementing Committee was formed to address certain important aspects of the Central Area Plan. This committee spawned the Downtown Action Plan and has also dissolved. It now seems appropriate to set up an advisory committee of vested interests to continue implementation of the Central Area Plan.

## NEED FOR AN IMPLEMENTATION STRATEGY

Implementation of the Downtown Action Plan is a major step in revitializing the downtown. Implementation has started on a number of the recommendations; e.g., Phase 1 street beautification, tourism promotion and co-ordination of business interests. Other recommendations in the Downtown Action Plan and additional activities are required to achieve the goals of the Central Area Plan.

Also, various projects are already underway, such as the arena/trade centre or the Sheraton Hotel, or in the planning stages, such as the location of the new bus terminal and the GO-ALRT route and station, which will create definite impacts on traffic, parking, transit, and new development. The effects of these projects must be carefully assessed, planned for and optimized within the overall context of the Central Area Plan's objectives.

Because of the importance of planning and co-ordination of all downtown activities and developments, a downtown development strategy is required. This "strategy" would serve to implememt the Central Area Plan which provides the philosophy, but not the means to implement it.

## AREA OF STUDY

A downtown strategy would cover the core from Queen to Wellington Streets and Cannon Street to the T.H.&.B. with a bit of James Street North and South tacked on. This area coincides with recent downtown monitoring activities. A number of downtown plans are available from other cities for comparison. The Strategy would be developed within the context of the entire Central Area.

## ISSUES TO BE ADDRESSED

The Central Business District Strategy would address such issues as:

- Parking,
- Traffic,
- Transit,
- Residential development,
- Heritage,
- Promotion,
- Monitoring,
- New development, etc.

Within the context of the downtown's goals as the commercial centre, a people place, a vibrant, healthy community and a good location for private investment.

The strategy would also recommend priorities for expenditure, to be fed into the budget system. In this way, ongoing expenditures in the Central Area can be properly co-ordinated. At the moment, separate bodies are deciding priorities on an ad hoc basis. Sometimes decisions are at odds with one another. Planning and co-ordination are the key.

## AN IMPLEMENTATION COMMITTEE

A committee drawn from various interest groups, in the same way as the Central Area Plan Advisory Committee, should be established to assist and advise City staff in the recommendation of the strategy and priorities.

The Committee would be responsible for the development of a Central Business District Strategy. It would also function on an ongoing basis as an advisory body reviewing all major proposals in the downtown. The Committee should also initiate monitoring of downtown activities and development, promotion of the Central Area, and a downtown inventory of available commercial space. A number of other projects mentioned in the Central Area Plan and the Downtown Action Plan require follow-up.

Representation on the Committee, possibly called the Central Area Plan Implementation Committee (CAPIC) should be drawn from:

- The Chamber of Commerce;
- The Business Improvement Areas and other business interests;
- L.A.C.A.C.;
- Durand Neighbourhood;
- Other neighbourhood representatives;
- Social agencies;
- Transport interests;
- Educational agencies;
- City Aldermen; and,
- Others as recommended.

## CONCLUSION

CAPIC is essential to ensure good planning and co-ordination of future downtown activities and development. The Committee, composed of vested interests in the downtown area, will ensure that proper weight is given to the impacts of all new activities in the downtown and that these impacts are considered prior to development taking place. Full implementation of the Central Area Plan, and all that it entails for a better Hamilton, is the intended result. The committee would, by its recommendations, steer the growth and development of the area to produce a central area for the future of which all can be proud.

:CS

P/D minutes

4.1



5. **Walkway Link between Gilbert and Gilkson Neighbourhoods**

As outlined by the Planning Department in a report dated December 28, 1983, the Committee agreed to submit the following recommendation to City Council for approval:-

(a) That Gilbert and Gilkson Neighbourhood Plans be amended to change the "Utilities" designation on the sewer right-of-way between Caroga Court and Cranbrook Drive to "Walkway" designation as shown on the plan attached as APPENDIX "C".

(b) That a note be added to the Gilbert and Gilkson Neighbourhood Plans that the walkway is temporary and will cease when the land is required for roadway purposes, and that the feasibility of an overpass or an underpass be investigated at that time.

(c) That the design of the walkway maximize safety and the fence be provided in accordance with the schematic diagram shown on APPENDIX "D" attached.

**Explanatory Note** - A neighbourhood plan change is required to recognize the existing pathway as a walkway in the Gilbert and Gilkson Neighbourhoods. The walkway would cease when the land is required for road purposes. Design guidelines for the walkway are recommended to reduce the likelihood of crime.

6. **Amendment to Setback By-law 75-61 as amended by By-law 75-175 to permit a proposed ground sign at Nos. 201 to 203 Cannon Street East (P5-4-20)**

As outlined by the Planning Department in a report dated December 19, 1983, the Committee agreed to submit the following recommendation to City Council:-

That the property located at 201-203 Cannon Street East be exempted from Setback By-laws 75-61 and 75-175; and

That the City Solicitor be directed to prepare a by-law to exempt the property at 201-203 Cannon Street East from By-laws 75-61 and 75-175.

**Explanatory Note** - Setback By-laws 75-61 and 75-175 prohibit the extension or construction of buildings on various arterial roads in the Central Area of the City, including Cannon Street. Accordingly, to allow a ground sign to be erected at 201-203 Cannon Street East, which has an area of 3.34 square metres (36 square feet) with a minimum clearance of 3.45 metres (11 feet 4 inches) from grade, an exemption from these By-laws is required.

7. **Central Area Plan Implementation (P5-4-7-9)**

The Committee received a report from the Planning Department dated December 12, 1983, dealing with the Central Area Plan Implementation Strategy. It was noted that City staff will act as resource people and assist the Committee when required. Alderman Peterson moved that a representative from the Traffic, Engineering and Community Development Departments be included in the membership.

**Motion lost as Alderman Peterson was unable to obtain a seconder.**

Alderman Davison suggested that the Committee should be concentrating its efforts on the implementation of the remaining elements of the Hamilton Downtown Action Plan and that the Central Area Plan Implementation Strategy be tabled for twelve months.

After consideration, it was moved by Alderman Cowell and seconded by Alderman Peterson and carried that the following recommendations be submitted to City Council for approval:-

That City Council endorse the Central Area Plan Implementation Strategy as a major project in the Planning and Development Department's 1984 work program, and

That a Central Area Plan Implementation Committee be formed to oversee and direct the Central Area Plan Implementation Strategy.

**Explanatory Note** - Because of the magnitude, importance and range of activities underway and planned in the Central Area, a system is required to determine priorities, assess impacts, and provide strategies. The overall objective is to implement the policies of the Central Area Plan. A Committee of special interests will assist staff in the implementation process.

Alderman Davison and Merling were recorded as opposed.

8. **Minutes of previous meetings**

The minutes of the meetings held November 30, December 14 and 16, 1983, were adopted as distributed to the Committee.

9. As recommended by the Building Commissioner, the Committee agreed to submit the following resolution to City Council:

That the City Solicitor be authorized and directed to prepare a by-law to rescind By-law No.83-113 dated April 12, 1983, relating to property located at 13-15 Bold Street, which was prepared to proceed with alterations to the guards on the landing to close the openings, pursuant to The Building Code Act, R.S.O. 1980, Chapter 51, and Regulation 87, R.S.O. 1980 as amended, Subsection 9.8.8.

**Explanatory Note** - The Order to Comply, dated March 2, 1983, has now been finalized, in that the owner has installed the guards on the landing in accordance with the Building Code.

n permits

10. As outlined by the Building Commissioner in various reports, the Committee agreed to submit the following recommendation to City Council:-

That the Building Commissioner be authorized to issue Demolition Permits for the demolition of residential buildings as outlined below for which application has been processed through the Building Department and the Planning and Development Committee:-

471 Burlington Street East
30 Wentworth Street North
58 Forsyth Avenue North
531 Upper Wellington Street
533 Upper Wellington Street
539 Upper Wellington Street

rip
ion Program

11. In a letter dated January 9, 1984, the Hamilton Region Conservation Authority advised that, at its meeting held January 5, 1984, the Authority, by motion, confirmed that it wishes to maintain the present policy and agreement between the Conservation Authority and the City of Hamilton with respect to the Beach Strip Acquisition and Demolition Programme.

The Authority also by motion confirmed that no policy changes will be considered to the Beach Strip Acquisition and Demolition Programme, unless such a request is received from City Council.

Following discussion, the Committee directed that the Demolition Application for No.3 Dexter Avenue remain tabled and asked the Real Estate Department to prepare a report pertaining to the legal implications and necessary wording to amend the Tripartite Agreement between the Conservation Authority, the Province of Ontario and the City, to allow those properties on the Beach Strip which are in good condition to be rented.

Excerpt from council meeting of January 31/Feb 1 1984

Cranbrook Drive to "Walkway" designation as shown on the plan attached as APPENDIX "C".

* (b) That a note be added to the Gilbert and Gilkson Neighbourhood Plans that the walkway is temporary and will cease when the land is required for roadway purposes, and that the feasibility of an overpass or an underpass be investigated at that time.

(c) That the design of the walkway maximize safety and the fence be provided in accordance with the schematic diagram shown on APPENDIX "D" attached.

**Explanatory Note** - A neighbourhood plan change is required to recognize the existing pathway as a walkway in the Gilbert and Gilkson Neighbourhoods. The walkway would cease when the land is required for road purposes. Design guidelines for the walkway are recommended to reduce the likelihood of crime.

6. That the property located at 201-203 Cannon Street East be exempted from Setback By-laws 75-61 and 75-175; and

That the City Solicitor be directed to prepare a by-law to exempt the property at 201-203 Cannon Street East from By-laws 75-61 and 75-175.

**Explanatory Note** - Setback By-laws 75-61 and 75-175 prohibit the extension or construction of buildings on various arterial roads in the Central Area of the City, including Cannon Street. Accordingly, to allow a ground sign to be erected at 201-203 Cannon Street East, which has an area of 3.34 square metres (36 square feet) with a minimum clearance of 3.45 metres (11 feet 4 inches) from grade, an exemption from these By-laws is required.

7. That City Council endorse the Central Area Plan Implementation Strategy as a major project in the Planning and Development Department's 1984 work program, and

That a Central Area Plan Implementation Committee be formed to oversee and direct the Central Area Plan Implementation Strategy.

**Explanatory Note** - Because of the magnitude, importance and range of activities underway and planned in the Central Area, a system is required to determine priorities, assess impacts, and provide strategies. The overall objective is to implement the policies of the Central Area Plan. A Committee of special interests will assist staff in the implementation process.

8. With respect to the Energy Efficient Family Housing Development - former Ryerson School Site Project -

(a) That the following dates stated in the Contract of Purchase and Sale between the Corporation of the City of Hamilton and Miraletto Holdings Limited be amended accordingly:

- o issuance of Building Permit (Schedule "C", Item 1): from January 19, 1984 to March 20, 1984
- o submission of Performance Bond (Schedule "B", Item 3): March 30, 1984 to April 20, 1984

* Section 5(b) deleted at City Council.

5a

TENTATIVE CENTRAL AREA PLAN

IMPLEMENTATION COMMITTEE PROGRAM 1989

| MONTH | SUBJECT | |
|---|---|---|
| February 17 | Terms of Reference/Implementation Strategy | Information |
| March 17 | Implementation Strategy | " |
| April 21 | Transportation Stretegy | " |
| May 19 | Perimeter Road | " |
| June 16 | Perimeter Road Truck Routes | " |
| July | | " |
| August | | " |
| September 15 | Central Business District Study | " |
| October 20 | Perimeter Road | " |
| November 17 | Affordable Housing | " |
| December 15 | Central Business District Study | " |
| January 19 | Housing Policies | " |

5.1

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

LIST OF POSSIBLE PROJECTS FOR 1989

USE

High Density Study - The Planning Committee referred a series of recommendations on High Density Housing to CAPIC. These require reviewing and incorporating into the Central Area Plan as an amendment.

Affordable Housing - Examination of innovative ways of achieving affordable housing in the central area including use of air rights, joint ventures, etc.

MOVEMENT

Regional Transportation Strategy - Review the overall transportation network in the Region in the context of the traffic and movement policies in the new Central Area Plan. A transportation study of the downtown should also be considered.

Perimeter Road - Participation in the review of the functional designs for the Perimeter Road. Decisions still have to be made on the Wellington, Victoria and Bay Streets interchanges, as well as details along the full length of the road.

Truck Route Review - Review the existing truck routes in the Central Area in light of the growing concerns regarding through truck traffic on the existing road network.

FORM

Central Business District Study - The City has received grant approval from the Ministry of Muncipal Affairs. The Departments are gearing up to start the Study at the beginning of the year. CAPIC will function as the advisory group prior to preparing a final recommendation to the Planning and Development Committee. The terms of reference are included in

Downtown Action Plan - The Downtown Action Plan was prepared in 1983 and formed the basis for the downtown streetscaping program. The Plan needs to be reviewed in light of the new Central Area Plan.

IMPLEMENTATION

CAPIC Terms of Reference - A draft has been prepared as a result of discussions earlier this year. The Committee has not taken a formal position on this matter due to other priorities. This matter is included in the agenda since it may be appropriate to take action soon after the new Council is elected. Further discussion is needed before recommendations can be made.

Public Participation Policies - The Central Area Plan specifically introduces public participation policies for the Central Area. A study is needed to show how these can be applied.

Edmonton Pride - Review Edmonton's Downtown Development Corporation to see if there is application to downtown Hamilton.

Central Area Plan Implementation - Review the Central Area Plan Implementation Strategy. Appendix #3 includes the Implementation Studies Program previously prepared in conjunction with CAPIC. A list of studies to be undertaken by the Planning and Development Department together with other possible studies.

Information - The types of information CAPIC should receive and the types of informatiion that should be available to the general public.

DG:CS
0056P

THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
71 Main Street West, Hamilton, Ontario L8N 3T4

7

February 3, 1989

Refer to File No.
Attention of
Your File No.

TO ALL CAPIC MEMBERS

RE: Mayor's Urban Design Awards

City Council has approved the establishment of the City of Hamilton Mayor's Awards for excellence in urban design, and has invited members of CAPIC to nominate recent developments which merit special recognition.

The criteria for evaluating these projects such as originality, sensitivity to the natural and built setting, etc., are outlined on the attached sheet. Projects must be within the City of Hamilton and have been completed during 1986, 1987 or 1988.

In order that projects nominated may be evaluated and that the first set of design awards may be presented by the end of April, 1989, nominations must be submitted by February 20, 1989. The Urban Design Committee will consider the matter further on February 27, 1989.

Nominations or inquiries may be directed to Vladimir Matus (526-4455), or David Godley (526-4229), of the Planning and Development Department for consideration by the Urban Design Committee.

Yours truly,

V. J. Abraham

V. J. Abraham, M.C.I.P.
Director of Local Planning

MH:CS
Attach.
0392P

## 2 - PROJECT EVALUATION - CRITERIA

Submitted entries will be evaluated by a jury according to the following criteria:

i) Originality of the design

How the project is innovative, how unique is the solution to the given task, how successfully the project addresses the present and the anticipated future needs of typical public space users.
What are the major constraints which influence the final design.
What are the key issues to be resolved by the design.

ii) Sensitivity of the design to the broader, natural and human-made setting

How projects, where applicable, demonstrate respect for two unique natural features of Hamilton, the Escarpment and the Lake; is there, provision for active public enjoyment or at least provision for physical and visual access. Projects located in the lower part of the City would also be evaluated as to how they effect the profile of the existing city scape - for example: being observed from the Escarpment.

iii) Context

How the project fits into the immediate surroundings, human-made or natural, and how the project relates to or incorporates the historical and cultural features located in the vicinity.

iv) Civic contribution

How the project helps to boost civic pride, attract people, boost the economy or otherwise impact the area; also, cost effectiveness - do the resulting benefits reflect good value for money spent; transferability - how this project, or its individual features could be helpful to others;

v) Educational

How the project enhances general awareness of open air public spaces and how comprehensively does it interpret the natural and cultural continuum of Hamilton's public spaces.

vi) Comfort and Enjoyment

How the public space is to be used at a different time of day, at night, at different seasons of the year. Would the space provide enough comfort and enjoyment to attract people of all ages and of different cultural backgrounds.

HAMILTON and DISTRICT LABOUR COUNCIL C.L.C.
1025 Barton Street East, Hamilton, Ontario L8L [illegible] 547-2022
President Dave Wilson Secretary Bryan Adamczyk

DEVELOPMENT BRANCH
JAN 27 1989
DEV. DG
S & UD
STAFF HH
CART.
ADMIN.

Janaury 17, 1989

Reg Whynott
Chairperson
Hamilton-Wentworth Regional Municipality
119 King West
Hamilton Ontario
L8N 3V9

Dear Mr. Whynott:

We are writing to request that you introduce a motion in Regional Council authorizing a public meeting to be held on the subject of the construction of the proposed Regional Plaza.

We feel this building to be an outrageous extravagance, a duplication of existing resources, and a subsidy to developers. Instead, we would like to see regional office space increased and consolidated through the twinning of Hamilton City Hall.

We look forward to yoru reply.

Yours truly,

Bryan Adamczyk
per P. Smith

Bryan Adamczyk
Recording Secretary

BA/pjs

cc: Regional council
CAPIC
Social Planning & Research Council
Miss Dolores Marks
Hamilton Spectator

opeiu-343

capic

8

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

February 6, 1989 P5-4-7-9

Mr. Ken Anderson
Regional Solicitor
12th Floor
119 King Street West
Hamilton, Ontario

Dear Mr. Anderson:

RE: Regional Plaza Project

The Central Area Plan Implementation Committee (CAPIC) is a subcommittee charged with the responsibility of advising the Planning and Development Committee on matters relating to the implementation of Hamilton's Central Area Plan.

At the January 13, 1989, meeting, CAPIC discussed the proposed Regional building, its potential impact on downtown Hamilton, and its fit with the policies of the Central Area Plan. CAPIC concluded that more information on the project is required if effective monitoring is to occur. Jim Thoms has indicated that you are the principal Regional representative in negotiations with the developer and would be best able to bring CAPIC up-to-date on the project.

Please arrange to make a brief presentation to CAPIC on Friday, February 17, 1989, at 11:00 a.m. in Room 233, City Hall. Your presentation should provide an overview of the proposed project, including architectural renderings, site plans and maps.

Please feel free to call either David Godley, CAPIC Co-ordinator, (526-4229), of me, (526-2730), regarding details of your presentation.

Yours truly,

D. Christopherson
Alderman and CAPIC Chairman

MH:CS
0392P

9

CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

Suggested Reporting Strategies

| Subject | Corresponding Central Area Plan Sections |
|---|---|
| 1. USE (Various types of land uses) | Downtown Core<br>Mixed Land Use<br>Mixed Industrial/Commercial<br>Parks and Open Space<br>Waterfront Recreation<br>General Uses<br>Compatibility of Uses |
| 2. MOVEMENT (Includes vehicles and pedestrians) | Movement |
| 3. FORM (Includes urban design, heritage, landscaping, density) | Urban Design |
| 4. IMPLEMENTATION (Includes administrative information and public participation matters) | Implementation |

9

SOCIAL PLANNING AND RESEARCH COUNCIL OF HAMILTON AND DISTRICT

# INFORMATION NEEDS OF CAPIC

Draft: February 8, 1989

1. Who should provide the information?

Information can be brought to CAPIC by city and regional department staff, politicians, CAPIC members and members of other organizations and the public who believe the information is important to CAPIC. (Perhaps CAPIC should "actively encourage" feedback on issues from neighbourhood associations/representatives of the Central Area.)

2. What kind of information does CAPIC need?

a) data on trends in the Central Area (past, present, expected future and unexpected future). Data refers to everything from population totals to land use changes. This data will fulfil the monitoring function noted in the Terms of Reference.

b) required documentation as well as other reflections on "need" for various initiatives.

c) written reports and presentations from people working on specific projects (e.g., housing, parking, commercial development, etc.) directly related to the Central Area.

Any projects or policy issues that CAPIC is expected to take a stand on, should be presented under the following headings:

- statement of the "problem" and where/who this statement came from
- analysis of the problem
- possible alternatives to deal with the problem
- evaluation of alternatives
- selection of a solution

3. When does CAPIC need this information?

Information should be brought to CAPIC with sufficient time available for CAPIC to be able to engage in informed decision-making.

CAPIC.WP
GD/ce

SOME EXAMPLES OF INFORMATION NEEDS OF CAPIC
February 9, 1989

1. Land Use
   - trends in land use in the Central Area (e.g., what residential land has been converted to other uses over the past 10 years, etc.)

   - what does the 17.6% vacant large office space look like? If it is "vacant" space can it be used for other purposes? And if this degree of vacancy exists why is the development of new commercial space being permitted? How could we balance this with the .3% vacancy rate in housing?

   - trends in rezonings and building permits for the Central Area over the past 10 years.

   - what is the land use designation of the parking areas in the Central Area? Will/can most parking lots be developed into more commercial space in the long term.

   - what is being planned for municipally owned lands in the Central Area? What is being planned for the HSR lands?

2. Transportation
   - what is our regional transportation plan-including justification for the Red Hill Creek Expressway and the Perimeter Road? Traffic flow charts and impacts are critical for CAPIC's understanding of transportation in the Central Area.

   - in the public transportation system, what are trends in ridership (e.g., demographic breakdown of the group of people who have bought bus passes over the past 5 years, peak time figures, etc.)?

   - in the private transportation system, what are insurance premiums for various sub-groups in Hamilton? How much money (total) is paid in Hamilton for auto insurance claims due to accidents? How much is spent each year on auto fuel?

   - in general, what are our streets through the Central Area being used for (e.g., just-in-time inventory, commuter traffic, etc.)? What is the cost and location of new roads and streets? What is the cost of maintaining the streets in the Central Area including traffic lights, snow removal, road repairs, etc.)

3. Parking in the Central Area
   - what are the short and long term plans for dealing with parking in the Central Area? What is currently being done about parking in the Central Area (i.e., what do the current and past trends in parking space, revenue and costs in the Central Area look like?)

SOCIAL PLANNING AND RESEARCH COUNCIL OF HAMILTON AND DISTRICT

# INFORMATION NEEDS OF CAPIC

Draft: February 8, 1989

1. Who should provide the information?

   Information can be brought to CAPIC by city and regional department staff, politicians, CAPIC members and members of other organizations and the public who believe the information is important to CAPIC. (Perhaps CAPIC should "actively encourage" feedback on issues from neighbourhood associations/representatives of the Central Area.)

2. What kind of information does CAPIC need?

   a) data on trends in the Central Area (past, present, expected future and unexpected future). Data refers to everything from population totals to land use changes. This data will fulfil the monitoring function noted in the Terms of Reference.

   b) required documentation as well as other reflections on "need" for various initiatives.

   c) written reports and presentations from people working on specific projects (e.g., housing, parking, commercial development, etc.) directly related to the Central Area.

   Any projects or policy issues that CAPIC is expected to take a stand on, should be presented under the following headings:

   - statement of the "problem" and where/who this statement came from
   - analysis of the problem
   - possible alternatives to deal with the problem
   - evaluation of alternatives
   - selection of a solution

3. When does CAPIC need this information?

   Information should be brought to CAPIC with sufficient time available for CAPIC to be able to engage in informed decision-making.

CAPIC.WP
GD/ce

FEBRUARY 1/89 - COPY RD. TO:
MEMBERS OF CITY COUNCIL
MR. L. SAGE, C.A.O.
MR. K. A. ROUFF, CITY SOLICITOR
MR. V. ABRAHAM, CITY PLANNING KEA/RM

RECEIVED
JAN 26 1989
4:30 P.M.

CITY CLERKS

Borden & Elliot
Barristers and Solicitors
PATENT & TRADE MARK AGENTS

PLANNING & DEVELOPMENT
LOCAL PLANNING BRANCH
File No.
DATE JAN 3 1 1989
TO STAFF

| | | | | |
|---|---|---|---|---|
| DIR. | | | | |
| PRS.A. | | | | |
| NEIGH. | | | | |
| DEV. | | | | |
| E.&U.D. | | | | |
| STAFF | | | | |
| CART. | | | | |
| ADMIN. | | | | |

Please refer to: **Stanley M. Makuch**

Direct line: **367-6226**

January 25, 1989

Mr. J.A. Gartner, M.C.I.P.
Director, Regional Planning Branch
The Regional Municipality of Hamilton
Planning & Development Department
119 King Street West, 14th Floor,
Hamilton, Ontario
L8N 3V9

Attention: Mr. Steven Miazga

Dear Mr. Gartner:

**Re: Official Plan Amendment No. 66**

We are in receipt of your letter of November 23, 1988 regarding the above matter. We represent the Hamilton Harbour Commissioners. In our opinion, the Amendment does not adequately recognize or protect the importance of shipping, navigation and port development in the waterfront of Hamilton and proposes uses and activities which will adversely affect shipping, navigation and port development. Shipping, navigation and port development activities should be encouraged and given priority under portions of the Plan. These activities are a major contribution to employment in Hamilton and are critical to the general economic and well being of the City and the Region and therefore need to take precedent over other uses. They are in place now and will continue in the long term. The plan must not simply suffer their existence.

The Hamilton Harbour Commissioners have expressed these views to the City and suggested alternatives and compromises to the Official Plan provisions adopted by the City. The City clearly has not responded to the Commissioners' concerns. As a federal body incorporated for the purposes of undertaking shipping, navigation and port development activities in Hamilton Harbour, the Hamilton Harbour Commissioners would be adversely affected by the proposed amendments. As a result, we request that the following sections of the Official Plan Amendment 66 be referred to the Ontario Municipal Board for the reasons stated.

Section 4.3

This section states that new development should be considered with a view to the long term goals of the Central Area Plan. Those goals do not include ensuring that land uses in the Central Area encourage and facilitate shipping navigation and port development uses which the Plan acknowledges exist and will continue.

Scotia Plaza, 40 King Street West, Toronto, Ontario M5H 3Y4
Telephone (416) 367-6000 Telecopier (416) 367-6749 Telex 0622687BETOR

Section 4.3.1

This Section in dealing with Mixed Industrial Commercial uses does not ensure sufficient protection for shipping, navigation and port development uses.

Section 4.3.3.

This Section does not contain any policies for the protection and encouragement of shipping, navigation and port development uses by restricting other incompatible land uses.

Section 4.4

This Section, which deals with neighbourhood residential uses does not include provisions to ensure that neighbourhood residential uses are compatible with, are buffered from and do not inhibit shipping, navigation and port development uses.

Section 4.6

This Section contains no recognition that the appropriate and desirable land use is shipping, navigation and port development. Moreover, since the Hamilton Harbour Commissioners intend to continue shipping, navigation and port development uses on these lands into the foreseeable future, it is premature to designate the Hamilton Harbour Commissioners' lands for waterfront recreational uses. Finally this Section contains nothing to restrict land uses which might be incompatible with existing shipping, navigation and port development uses.

Section 4.6.1

Waterfront recreational uses should not be designated on Schedule "A-1" to include any lands within the shipping, and navigation designation. Those lands under the jurisdiction of the Hamilton Harbour Commissioners should not be designated for such uses anywhere in the Plan.

Section 4.6.2

The use of the term "waterfront" is too broad. The definition in the glossary is very broad and this Section could apply to virtually the entire north end of Hamilton including lands which in the long term are to be used for shipping navigation and port development. Moreover, this Section does not ensure that recreational uses will be compatible with shipping, navigation and port development.

Section 4.6.3

The term "waterfront area" is used in this Section and is very broad and undefined. It is unclear what this area is. These provisions should not apply to shipping, navigation and port development uses.

Section 4.6.4

Future land uses for Hamilton Harbour Commissioners' lands have been determined. They are shipping, navigation and port development uses.

Section 4.6.5

Again the term "waterfront area" is used. That term is undefined. This Section should contain provisions to ensure that any links do not interfere with access to the port and thus shipping, navigation and port development uses.

Section 4.6.6

This Section should be redrafted to recognize the importance of shipping, navigation and port development uses and the need to ensure that pedestrian links do not interfere with access to the port by trucks and other vehicles.

Section 4.6.7

The term "waterfront area" is too broad and undefined. Lands used for shipping navigation and port development should be excluded from this section.

Section 4.6.11

The first sentence in this Section is ambiguous. It is unclear whether "these purposes" refer to waterfront recreational uses or shipping, and navigation uses. There are no policies to encourage and promote these recognized and desirable uses.

Section 4.7.3.1

This provision is too broad. The lands used for shipping, navigation, and port development should be excluded from this section.

Section 4.8.1

This Section should be amended to include provisions respecting the maintenance and enhancement of access to the port.

Section 4.8.6

This Section should include reference to servicing the port.

Section 4.8.11

This Section should be amended to ensure pedestrian walkways will not interfere with port access and will not be unsafe given that shipping, navigation and port development uses should take precedent over them.

Section 4.8.12

The policy of bicycle paths "throughout" the central area, including the area in which shipping navigation and port development uses occur is inappropriate.

Section 4.8.13

This section should be amended to ensure that bicycle paths will not interfere with port access and will not be unsafe given shipping, navigation and port development uses which should take precedent over them in areas of port operations and industries.

Section 4.8.19

This Section should include references to the port ie. the shipping navigation and port development uses. They are certainly economically more significant to the Central Plan than the Airport.

Section 4.9.1

This Section should not include those lands where shipping, navigation and port development are carried out because such provisions are not appropriate for derricks, cranes etc.

Section 4.10

This Section places the onus on shipping, navigation and port development uses to be compatible with other uses. The onus should be reversed. Section 4.10.2 in particular states that only uses which are or can be made compatible with adjacent uses will be recognized in the zoning by-law. This is inappropriate with respect to shipping, navigation and port development uses.

Section 4.11

This Section needs to include a provision recognizing the jurisdiction and predominance of the Hamilton Harbour Commissioners with respect to shipping, navigation and port development uses as Section 4.11.4 does with respect to the Niagara Escarpment Commission.

You should be aware that there are a number of other outstanding planning matters of concern to the Commissioners with respect to both the City's Official Plan policies affecting the port and zoning by-laws. These matters are now pending before the Ontario Municipal Board. As you can see from the above discussion although there are certain policies eg. Policy 4.3.3. and Policy 4.6.11 which recognize the primary use of the lands of the Commissioners as shipping, navigation and port development in the Amendment, as stated there should be additional policies to give recognition, protection and encouragement to those uses. As we understand, it is the intent of the City to implement the Central Area Plan through the proposed Harbour Zoning By-Law to which the Commissioners have outstanding objections pending before the Ontario Municipal Board. Since shipping and navigation is a recognized primary use in the Official Plan, it is inappropriate to pass a zoning by-law which restricts lands so designated to other uses which are not shipping and navigation. Indeed, such a by-law would not be in conformity with the official plan. Both the Zoning By-law and the Official Plan should recognize that the primary land use is shipping, navigation and port development and that this use will continue over the very long term and that its continuation legally is protected. We would be agreeable to meet with you to attempt to resolve our concerns in this regard and potentially avoid an Ontario Municipal Board hearing.

We trust that you will take our comments into consideration and keep us informed with respect to these matters.

Yours truly,
**BORDEN & ELLIOT**

Stanley M. Makuch

SMM/gb
c.c. Mr. C. Towsley, Manager, Property & Planning,
Hamilton Harbour Commissioners
Clerk, City of Hamilton

# Hamilton-Oshawa-Toronto is HOT

## Seventh largest urban conglomerate in North America: study

By MICHAEL DAVIE
The Spectator

**HAMILTON-Oshawa-Toronto is HOT when it comes to fast-growing urban centres.**

In fact, the Hamilton-Oshawa-Toronto area — or HOT — is now one of the largest and fastest-growing metropolitan conglomerates in North America.

Comparing North America's 10 biggest urban conglomerates, Toronto-based Clayton Research Associates Ltd. found HOT has the fifth fastest-growing population.

HOT, with a population of 4.2 million, was also the seventh largest of the North American urban conglomerates.

Southern Ontario has long been recognized as the driving force behind the Canadian economy since the recession.

But the survey confirms that HOT — when viewed as one big city or megalopolis with a shared economy — is one of the fastest-growing areas on the continent.



Hamilton skyline takes on big-city proportions.

Clayton Research president Frank Clayton said HOT — which comprises Canada's industrial-financial heartland — is now in the "big leagues of North American cities."

Over the past five years, he said, the HOT industrialized urban sprawl has grown by an average of 68,000 people annually.

The economic unit owes its growth to a strong, mixed economy, including a high concentration of corporate head offices, industries, manufacturers, high-technology centres and a rapidly growing services sector.

These strengths are drawing record numbers of people to HOT, a megalopolis that includes the Census Canada-defined urban centres of Metro Toronto, greater Oshawa and greater Hamilton (Hamilton-Wentworth, Burlington and Grimsby). The figures are based on 1986 population levels.

Mr. Clayton said our status as one of the 10 biggest and fastest growing centres in North America is beneficial in attracting new investment to the area.

The inclusion of Burlington, Hamilton and Toronto in a massive economic unit comes as no surprise to Brent Kearse, executive director of business development for Halton region.

"In many ways we're all part of the same south-central Ontario market," said Mr. Kearse.

"Although I try to attract development within Halton's boundaries, I recognize that investment outside, but nearby the region, also provides us with spin-off benefits."

Mr. Kearse said he's been meeting with his counterparts in other regions to form a Southern Ontario business association to attract U.S. investment into the general area.

"It's a tremendous advantage to

☐ Continued on A2

# Hamilton-Oshawa-Toronto is a HOT item

☐ Continued from A1

be included as part of a Canadian centre that ranks in North America's top 10. It presents this area as prosperous and growing. And that can only help us."

Saad Ghanem, director of economic development for Hamilton-Wentworth, was similarly pleased Hamilton has been included as part of a south-central Ontario megalopolis that ranks with North America's biggest.

"This is good news that we're getting into the bigger picture," said Mr. Ghanem, who feels Hamilton, Oshawa and Toronto largely complement one another rather than compete.

"Billions of dollars are being spent on the automotive industry in Oshawa and they need Hamilton's steel and Toronto's financial capabilities," he said.

"These three centres — Hamilton, Oshawa and Toronto — represent the industrial heartland of Canada. We like to see ourselves as partners in a conglomerate area that's one of the biggest in North America."

Of Canada's major urban conglomerates, only HOT was big enough to make the top 10 in North America.

We're bigger than Boston-Lawrence-Salem (4.1 million), Dallas-Fort Worth (3.7 million) and Houston-Galveston-Brazoria (3.6 million).

But we're well behind New York-Northern New Jersey-Long Island (18 million), Los Angeles-Anaheim-Riverside (13.1 million), Chicago-Gary-Lake County (8.1 million), San Francisco-Oakland-San Jose (5.9 million), Philadelphia-Wilmington-Trenton (5.8 million) and Detroit- Ann Arbor (4.6 million).

However, the growth rate for HOT left some of these metropolitan giants eating our dust.

Clayton's survey shows that from mid-1985 to mid-1986 HOT grew by 82,000 people, making us the fifth fastest-growing urban conglomerate in North America.

This growth — roughly the population of Oakville — surpassed that of San Francisco-Oakland-San Jose (75,000), Washington D.C. (69,000), New York-Northern New Jersey-Long Island (50,000), Miami-Fort Lauderdale (47,000), and Philadelphia-Wilmington-Trenton (46,000).

The fastest growth among the big 10 went to the U.S. sunbelt.

L.A.-Anaheim-Riverside grew by 316,000 — roughly the population of Hamilton. Next in growth was Dallas-Fort Worth (130,000), followed by Atlanta (91,000) and Phoenix (84,000).

American population figures are based on U.S. Bureau of the Census data.

# Robinson's to close its downtown store

## All staff offered jobs in other city area stores

By BARBARA BROWN
The Spectator

AFTER 90 years of serving customers in downtown Hamilton, Robinson's department stores will close the doors of the James Street South store this May.

Garth Mitchell, president of the 12-store Robinson-Ogilvy department store chain, told the 120 employees of the store on Wednesday of the decision.

All staff will be offered a job with one of Robinson's four other area stores, at Lime Ridge, Eastgate, Centre and Burlington malls, Mr. Mitchell said yesterday.

"We're very hopeful they will all stay with us," he said, adding the employees may also opt to transfer to Robinson's stores in Kitchener, Waterloo, St. Catharines, Niagara Falls and its Ogilvy stores in Ottawa.

### 'Good business'

"We're not closing in downtown Hamilton because we think there's no business there. On the contrary, we think there is good business there."

He said the department chain had been shopping for a new location for its financially troubled store, even before receiving several offers for the building late in 1988.

"We would very much like to obtain a spot in downtown Hamilton. But we haven't been able to complete the transaction to assemble land," he said.

Mr. Mitchell confirmed that Torgan Group and Entredev Development Group Ltd., two Toronto-based real estate developers, have successfully negotiated a purchase agreement for an undisclosed amount.

He said the closure is prompted by prolonged "operating difficulties" related to reduced pedestrian traffic on James Street South after the construction of Jackson Square and other malls.

As well, the physical layout of the building creates inefficient use of its floor space spread over six storeys, said Mr. Mitchell.

"For example, you can't even get all of women's wear on one floor, so you end up splitting many of the departments."

Entredev spokesman Gary Richardson said Robinson's represents their first venture in Hamilton. However, the two firms have jointly developed a number of mixed-use commercial and office buildings, medical buildings and shopping plazas across Ontario, he said.

"We're very excited about this property because it enjoys a prime core-area location and the building has been maintained in excellent condition," said Mr. Richardson.

The developers are considering three options for the site, including leasing it "as is" to another major retail tenant, renovating the building for mixed commercial-office space, or tearing it down for complete redevelopment.

The James Street site was, for many years, the flagship of the Robinson's chain. When it opened in 1899, the store attracted retail traffic to an area that had been known primarily for wholesaling and warehousing.

In 1957, Robinson's redesigned its storefront and four years later began a two-year renovation of all six floors.

Mayor Bob Morrow said he's been assured the chain will continue efforts to relocate in the downtown core. "I've been working with their people for over two years to relocate them," he said.

Robinson's had negotiated with the Canadian Imperial Bank of Commerce to move into its second King Street tower, which is expected to begin construction next spring. "But the negotiations did not work out," the mayor said.

Gabriel Etele, executive director of the Downtown Business Improvement Association (BIA), was surprised by the move but believes it is part of a continuing trend.

"The whole downtown seems to be going through a change period in the past few years," said Mr. Etele, pointing out the redevelopment of the CIBC site, and renovations to The Right House, which is now the multi-store Park Place.

The BIA's concern is what will replace Robinson Ogilvy.

"Depending on what goes in there, if it's not another department store, (the closing) will take a bit of that retail side business away from downtown.

"I'd like to see another retail operation in there, or anything that will generate interest to the general population."

Store manager Shawn Parker refused to comment, and would not allow the reporter to speak with employees on their break.

A new Robinson Ogilvy store is under construction in Orleans, near Ottawa.

2

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

## M I N U T E S

## CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

Council Chambers, City Hall

Friday, February 17, 1989

MEMBERS ATTENDING

Alderman David Christopherson - Chairman
Arthur Lomax - Hamilton Automobile Club
Gil Simmons - North End Neighbourhood
Ken Stone - Hamilton District Labour Council
Gloria DeSantis - Social Planning and Research Council
Rev. Charles Forsyth - First Place
David Cohen - Corktown - Stinson Neighbourhoods
Anne Stewart - Hamilton Board of Education
Russell Elman - Durand Association
Ozzie Ferguson - United Senior Citizens of Ontario
Gabriel Etele - Downtown Business Improvement Area

REGRETS

John Eyles - McMaster University
Mark Boyak - Hamilton Real Estate Board
Kay Nolan - Separate School Board

STAFF

David Godley - CAPIC Coordinator - Local Planning
Mark Hornell - CAPIC Secretary - Local Planning
Haig Yeghouchian - Local Planning
William Lambert - Regional Planning
John Robinson - Community Development
Sylvia Renshaw - Economic Development
Roland Karl - Traffic Department

## CHAIRMAN'S REMARKS

1. Alderman Christopherson called the meeting to order and welcomed everyone. The Alderman raised the question of a new chairperson and the difficulties encountered in obtaining a new Councillor to chair CAPIC. He asked for the Committee's opinion on the matter, and indicated a willingness to stay on as caretaker chairperson until a replacement is found. In discussion with members of the Committee, Alderman Christopherson agreed to meet with Charles Forsyth and David Godley in an effort to find a new chairperson. Alderman Christopherson introduced Mark Hornell to the Committee as the new CAPIC secretary, temporarily replacing Haig Yeghouchian.

2. Gloria DeSantis indicated that Item no. 27 did not accurately reflect her comment and should be amended to read:

> "Gloria DeSantis said that important decisions are based on understanding good information, and therefore, every effort should be made to develop good information."

3. The Committee adopted the minutes of the January 13, 1989, meeting as amended.

## MATTERS ARISING FROM THE MINUTES

4. Alderman Christopherson introduced a February 13, 1989, memorandum addressed to himself from Kenneth Anderson, Commissioner of Legal Services and Corporate Counsel. Mr. Anderson indicated that he was unable to give a presentation on the Regional Headquarters building project to CAPIC because there has been a Petition to Cabinet concerning the matter. Mr. Anderson will be providing an update and status report regarding the whole matter to the Special Accommodations Committee, and through that Committee to Regional Council.

5. Charles Forsyth asked whether CAPIC could get copies of the Regional Solicitor's report to the Special Accommodations Committee.

6. Alderman Christopherson said that CAPIC would be informed of the time and place of the public meeting of the Special Accommodations Committee and a request will be made for a copy of the Regional Solicitor's report.

**ACTION - MARK HORNELL**

7. Ken Stone asked whether a staff person other than Ken Anderson could be called on to give a presentation to CAPIC and noted that he had had great difficulty getting information on the project from the Region.

8. Alderman Christopherson suggested that Ken Stone should put his request for information in writing addressed to the Regional Clerk.

9. Ken Stone requested that the Committee permit him to show the original plans for twinning Hamilton City Hall. It was agreed that this should be postponed until agenda item 11, other business.

10. David Godley introduced CAPIC's revised draft Terms of Reference and noted that they will be forwarded to the Planning and Development Committee for adoption after receiving CAPIC's approval.

11. Gil Simmons asked whether it is necessary to say anything about the Downtown Action Plan in the Terms of Reference, as it tends to put CAPIC on the wrong track, detracting from a focus on the Central Area as a whole.

12. Russell Elman pointed out the the Terms of Reference give the impression that CAPIC was replaced by the Downtown Action Committee, when in fact, the formation of the Downtown Action Committee was the first action carried out during the implementation of the Central Area Plan.

13. Charles Forsyth asked where the Central Area Plan is in the approval process.

14. David Godley said the Central Area Plan is before the Region for approval and has been circulated by the Region for comments. David noted that many minor comments are coming in although the Hamilton Harbour Commissioners are submitting new comments, as noted in the letter submitted by their solicitors to the Region that is attached to the agenda. David also said that before the matter is dealt with fully it will come back to CAPIC and if there are major objections, it may have to go back to Hamilton Council.

15. Alderman Christopherson said he hopes the current good relations between Hamilton Council and the Hamilton Harbour Commission continue and that there appears to be a desire on the part of both parties to keep the era of "detente" alive.

16. Gil Simmons said that the Harbour Commissioners' solicitor's letter makes unjustied assumptions.

17. Art Lomax asked whether CAPIC's role was to provide recommendations and comments rather than to merely advise.

18. Alderman Christopherson said that the Planning and Development Committee will have trouble with the suggestion that CAPIC has a role co-ordinating initiatives in the Central Area.

19. David Godley referred to the original report and noted that it sets out a co-ordinating role for CAPIC, tying the various subcommittees together to ensure an overall approach. David read to the Committee the pertinent section of Victor Abraham's report.

20. The Committee discussed the appropriate role of CAPIC and agreed that it is to advise the Planning and Development Committee on matters related to the Central Area. It was agreed that the first sentence of the Terms of Reference should be underlined or put in boldface type.

21. Russell Elman questioned whether CAPIC is not more than a sounding board for development proposals and asked whether the subcommittee formed of Alderman Christopherson, Charles Forsyth and David Godley could look into the issue of whether CAPIC constitutes a sounding board.

22. Alderman Christopherson said the new Terms of Reference are necessary to replace the original report. He further noted that on the basis of the Committee's discussion, the Terms of Reference should go back to staff for further revision. **ACTION - DAVID GODLEY**

    The subcommittee formed of himself, Charles Forsyth, Gil Simmons, and David Godley will work to ensure that the Terms of Reference address the Committee's concerns before the matter is brought back to CAPIC, and will address the issues raised in the Hamilton Harbour Commissioner's letter.

23. Russell Elman said that attachment 4.1 from the agenda should be included as information with the CAPIC Terms of Reference when they are taken to the Planning and Development Committee. **ACTION - MARK HORNELL**

## LACAC REPRESENTATION ON CAPIC

24. Gil Simmons asked the Committee for guidance regarding her representation of LACAC on CAPIC. Although she is happy wearing two hats (those of LACAC and the North End), she is primarily representing the North End on CAPIC and would prefer that LACAC designate a member to specifically represent it on CAPIC.

25. Alderman Christopherson asked Gil Simmons if she would raise the matter of dual representation with LACAC and ask them to reconsider their position and designate someone to specifically represent LACAC on CAPIC.

## REVISED 1989 CAPIC PROJECT PRIORITIES

26. David Godley reviewed the project priority list and said the order represents his understanding of the Committee's priorities as set out in the minutes of the January 13 meeting. He also said that while the project list shows one meeting per month, there may be a need for additional meetings.

27. Art Lomax said that there is a need for flexibility as events happen according to their own schedules; i.e., the Perimeter Road.

28. David Godley said he recognized the importance of flexibility, but pointed out the timing of the Perimeter Road meeting is meant to coincide with the schedule of the Perimeter Road project itself.

29. Gil Simmons asked whether it is possible, before the April meeting on the Regional transportation strategy, to have John Gartner give a presentation to CAPIC on the overall Regional land use context for transportation strategy decision-making.

30. Bill Lambert indicated that it would be possible to release the Region's latest population projections at the same time.

31. David Godley said that he would approach John Gartner and ask him to give a presentation to CAPIC on the overall context for Region transportation strategy decision-making. **ACTION - DAVID GODLEY**

32. Art Lomax said that giving a broad decision-making context is an approach that could be used with many other issues.

33. Gloria DeSantis asked whether CAPIC will have an opportunity to discuss the report that was attached to the January 13 agenda on the socio-economic impact of the Perimeter Road .

34. David Godley said this report will be dealt with when the Perimeter Road proposals are discussed, probably in May.

35. Charles Forsyth asked David Godley how CAPIC is to address matters that directly relate to neighbourhoods themselves. He noted that while matters related to neighbourhoods are included in topics such as social housing, there is no space on the project priority list devoted to neighbourhoods per se. Charles suggested that around November 17, 1989, perhaps CAPIC could have a portion of a meeting devoted to neighbourhoods.

36. David Godley suggested that Gloria DeSantis could provide neighbourhood social and demographic data and status reports on various neighbourhood plans (i.e., Durand, North End, Beasley) could be provided by the Planning Department. He suggested that perhaps the November 17 meeting could be devoted to affordable housing/neighbourhoods.

37. Gil Simmons suggested that CAPIC consider itself in a peaceful, military manner, placing emphasis on tactics and strategy and good intelligence.

38. Russell Elman said that CAPIC should be aware of the progress of neighbourhood plans in the Central Area so that it can help these plans to dovetail.

39. Roland Karl questioned the inclusion of the Transportation Strategy on the project priority list; is the item just for information, or does CAPIC expect more?

40. David Godley noted that Ted Gill would give a presentation to CAPIC so that CAPIC has an overall context necessary to complete a Central Area traffic strategy.

41. Alderman Christopherson noted that CAPIC will have to look at the implementation of the Central Area Transportation Strategy to ensure action is happening.

42. Russell Elman said that it may be necessary to limit the length of presentations so that time remains for discussion and decision.

43. Alderman Christopherson suggested that the project priority list may be too ambitious and CAPIC may need additional, special meetings, devoted to information.

## CENTRAL AREA PLAN IMPLEMENTATION STRATEGY

44. Mark Hornell gave a brief presentation on the work he has been doing to determine what the Central Area Plan is suggesting by way of recommended goals, strategies and actions. He said that his analysis of the policies of the plan is nearly complete and he will proceed to do a similar interpretive analysis of the Implementation Strategy document. Once it is clearly determined what the Plan is saying, questions can be asked, such as: What is being done and by whom? Which of the actions are capable of being acted upon? How will certain suggested actions be carried out? What resources are available for implentation? Which actions are not being implemented? Mark said that he intends to present CAPIC with an implementation schedule that organizes actions under the goals they are designed to achieve, and gives the current status of the actions. Mark suggested that this schedule will be a useful tool to monitor implementation.

## CENTRAL BUSINESS DISTRICT STUDY

45. Mark Hornell gave a brief presentation on the Central Business District Study, going over the Terms of Reference for the Study and indicating that Provincial government funding has been received, with the remainder to be received upon the completion of the Study. Mark also noted that students will be interviewed in March with a suitable student to begin work on the background research in April.

46. Art Lomax asked who will be coordinating the Study and also pointed out that there are different zones within the C.B.D. that need to be defined, for example, a core zone and a transition zone.

47. David Godley said that he is the study co-ordinator and that the Technical Committee for the study (the makeup of which David outlined) will attempt to consolidate and coordinate all the various definitions of the C.B.D.

48. Art Lomax asked whether the C.B.D. should be a neighbourhood on its own, carved out of existing neighbourhoods.

49. Russell Elman indicated that the C.B.D. is an overlay district and that neighbourhood plans need to be reviewed to dovetail with the C.B.D. Study. Russell also noted the absence of any reference to the Central Area Plan in the C.B.D. Study Terms of Reference.

50. Gloria DeSantis asked whether the scenarios referred to on Page 4, Item 6 of the Terms of Reference, will be alternative scenarios, or whether they will be project suggestions and if so, whose values will they reflect.

51. David Godley said the Study will produce more of an ideas document than a policy document.

52. William Lambert said that since development scenarios are being developed, representatives of the private development industry will need to be included on the Technical Committee.

53. David Godley said that many vested interests will have an interest in the Study and that all will have an opportunity to express their views in the public participation phase. David also said that an urban design consultant will be retained to provide project development expertise.

54. Gil Simmons asked whether the Study will produce merely a wish list and also asked what is the meaning of an ideas document.

55. David Godley said that some of the findings of the Study may be adopted as official policy, others will broaden the ideas base.

56. Russell Elman asked if the Terms of Reference are final and if they can be changed. Russell also said the Study should ensure development industry representation.

57. David Godley said the study design can be reviewed through the technical committee and the issue of development industry representation can also be dealt with by the technical committee.

58. Alderman Christopherson said the Terms of Reference for the C.B.D. Study should be revised to read "final" instead of "draft" as they have received Council approval. **ACTION - MARK HORNELL**

Alderman Christopherson welcomed Haig Yeghouchian to the meeting, and thanked Haig on behalf of the committee for his contribution to CAPIC in challanging times, and wished him good luck in his new endeavors.

## MAYOR'S URBAN DESIGN AWARDS

59. David Godley introduced the history behind the Mayor's Urban Design Awards and how it originiated in the Urban Design Committee. The Urban Design Committee will review the submissions and determine a winner, or winners. David then listed some of the submissions that have already been made and asked the committee if it would like to make any additional nominations.

60. Alderman Christopherson noted that the Urban Design Committee came out of CAPIC and that it is good to see the children doing so well. He nominated the library and unified family court project.

61. Gil Simmons lamented the dearth of good, new, modern design and recommended the Brass Foundary building as a building that is a success on all counts.

62. David Cohen suggested that given the truly abominable examples of modern design--most notably the CIBC building--CAPIC should suggest it as the worst building. David elaborated by saying the CIBC building is a second-rate Toronto building. David said buildings being built in Hamilton ignore the pedestrian and are strictly automobile-oriented; urban design should be a totality and not simply building specific.

63. Anne Stewart said that in the interest of being constructive, CAPIC should not suggest buildings for worst design awards.

64. Alderman Christopherson noted the fine quality of new buildings in Edmonton, even though many were put up quickly. The Alderman indicated that the Urban Design Committee is trying to encourage good design with the award and suggested now was the time for the carrot, not the stick.

65. Charles Forsyth said two points need to be made regarding urban design. First, the City needs to provide a context for good building and site design through the urban context provided, in particular, the streetscape. Second, the City needs to assist the visioning process by stimulating ideas and criticism through sponsoring design competitions, improving streetscapes and parks, and establishing design criteria and working with developers to get better design.

66. Alderman Christopherson requested that the library and the Brass Foundary be submitted to the Urban Design Committee for consideration.

**ACTION - DAVID GODLEY**

## SUGGESTED REPORTING CATEGORIES FOR CAPIC

67. David Godley outlined the four reporting categories (use, movement, form, and implementation) and identified the sections of the Central Area Plan that pertain to each category. David said that it was difficult to separate information in this way, but necessary if material is to be classified for reporting purposes.

68. Gil Simmons noted that each category interrelates.

69. Alderman Christopherson said that some kind of grouping is necessary to avoid confusion and focus the agenda.

70. Russell Elman said cross-referencing of items is important to show linkage between categories.

71. Gloria DeSantis gave a brief presentation on the information needs of CAPIC. Gloria grouped information needs into land use, transportation, and parking in the Central Area. Gloria identified people and agencies that could bring information to CAPIC, most notably staff, policiticans, CAPIC members and the general public. Gloria suggested that neighbourhood information could be gathered if CAPIC members each had a buddy neighbourhood. Gloria pointed to the Regional Centre Bulletin as an example of the concise information available that CAPIC needs.

72. Ken Stone said CAPIC doesn't need copies of newspaper articles, but trend information, so that the assumptions of policy issues such as transportation can be challanged. Ken said that to do this effectively, cost and system-wide information is required. Ken said that the Planning Department could give a general overview so that CAPIC can review transportation issues and consider alternative modes of transit.

73. Alderman Christopherson said that CAPIC needs to review all information so that informed recommendations can be made to the Planning and Development Committee. Alderman Christopherson said an information retrieval and distribution system needs to be developed to give CAPIC good follow-through capability.

74. Gil Simmons suggested that non-analytical, non-verbal, and inuitive forms of information and information presentation need to be employed. Gil suggested the use of a Central Area base map with acetate overlays as one method.

75. Russell Elman said City Hall needs an information clearing house or library open to the public. Russell also suggested that staff could make a list of regularly published information available to CAPIC.

76. Alderman Christopherson said that information coordination should be treated as a separate issue from information needs. Alderman Christopherson suggested that a spot could be designated for CAPIC reference material and that perhaps a subcommittee needs to devise a plan to deal with the issue.

77. David Cohen indicated that some City and Regional publications are kept on the second floor of the library, but that it is collected in a sporadic and unsystematic manner. David said it is deplorable the City relies on newspaper articles for information and doesn't have an adequate data-gathering capability of its own to effectively monitor policy implementation.

78. David Godley said that CAPIC is run on a shoestring budget and that CAPIC had had no success in the past with attempts to gain additional staff.

79. The committee resolved that a sub-committee be struck, composed of Gloria DeSantis, Russell Elman and David Cohen to look into the question of information. **ACTION - MARK HORNELL**

80. Charles Forsyth said that with CADD technology, three-dimensional visual models of the Central Area can be built, and he suggested that McMaster University should be approached to work on this and other issues related to the Central Area. Charles noted there are direct links between Jackson Square expansion and decreasing numbers of pedestrians in the downtown streets. Charles said that CAPIC needs development information to do its job, part of which is to raise public conciousness, and CAPIC needs better information to do this. Charles suggested that CAPIC needs to be more flamboyant about the conciousness-raising part of its role.

81. David Cohen asked if CAPIC could regularly tap information generated at McMaster University.

82. Alderman Christopherson said that perhaps CAPIC needs a tour of McMaster University and asked whether there was any interest in holding a meeting there. Perhaps students could attend.

83. Sylvia Renshaw said Marnie Spears, the Information Officer for McMaster, can provide information to CAPIC.

84. Gil Simmons said John Eyes could help set up a meeting at McMaster and perhaps a tour of the School of Landscape Architecture at Guelph University could be arranged.

85. Ken Stone asked whether the March meeting can be moved back since it is scheduled during spring break.

86. The Committee resolved that a special meeting be set up at McMaster University to discuss information needs of CAPIC, and that the dates of March 17 and 31 be looked at. Gloria DeSantis will be asked about a date for the information meeting. **ACTION - MARK HORNELL**

OTHER BUSINESS:

87. Ken Stone requested that a person not in a conflict-of-interest situation, perhaps Mr. Roscoe the project architect, come to the next CAPIC meeting and present information of the Regional Plaza project. Ken said CAPIC should be able to get this kind of information.

88. Alderman Christopherson referred Ken Stone to the committee's decision to request copies of the Regional Solicitor's report to the Special Accommodations Committee and the time and place of the public meeting. Alderman Christopherson said that Ken Stone should put his personal information request in writing.

89. David Cohen said that Ken Stone's point is a serious one, as the Regional Plaza project is relevant to CAPIC's concerns.

## NEXT MEETING

90. The next meeting is schedule for 9:00 a.m., Friday, March 17, 1989.

## ADJOURNMENT

91. The meeting was adjourned at 12:20 p.m.

MH:CS
0194P

3

capic

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

CITY HALL, 71 MAIN STREET WEST, HAMILTON, ONTARIO, L8N 3T4

February 27, 1988

TO ALL CAPIC MEMBERS

Re: Information provided by the
Economic Development Department

The following documents provided by Syliva Renshaw are available for review at the Planning and Development Department on the 7th floor of City Hall. I can also order individual copies of the documents if requested to do so.

- Hamilton-Wentworth Market Area Analysis (July, 1987);
- Greater Hamilton Momentum brochure;
- Skyline (Vol. 10, Issue 3, 4, 1988);
- Listing of services provided by the Economic Development Department;
- Economic Development Department Annual Report, 1987;
- Economic Development Department Supplemental Report, 1987;
- Economic Development Department Midterm Report, 1988;
- Greater Hamilton 1988/89 Business Directory;
- Building On Strength--Realizing Opportunity: An Economic Strategy for Hamilton-Wentworth (June, 1986).

Yours truly,

Mark Hornell
CAPIC Secretary

MH:CS
0149P

# CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE

## STYLIZED GOAL HEADING: FORM (Space and Structure)

### GOAL 1

Use Harbour Commission lands for waterfront recreation and open space when no longer needed for shipping and navigation.

**Strategy 1:** Encourage railway relocation from the Central Area.

**Action:** Determine future use of Railway lands in a special study.

**General Actions**

**Action:** Categorize parks and open space in the Central Area by use and function.

**Action:** Explore new concepts in public open space.

**Action:** Give high priority to Waterfront park development.

**Regulatory Policies**

**Policy:** The design of facilities in the Waterfront area will take maximum advantage of the setting.

**Policy:** The design of waterfront development should be compatible with the natural environment and with the adjacent neighbourhood.

### GOAL 2

Develop appropriate links between the waterfront, the downtown core and the Escarpment.

**Strategy 1:** Provide open space in the downtown core.

**Action:** Explore new concepts in public open space.

**Action:** Give areas designated parks and open space high priority for development.

**Action:** Give key locations in the Central Area special design attention including York Blvd., and Gore Park.

**Strategy 2:** Establish pedestrian, bicycle and vehicular links from the Waterfront to the downtown core and areas to the west.

**Action:** Encourage the formation of a pedestrian green space corridor to link the Escarpment to the Bay.

# *CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE*

## STYLIZED GOAL HEADING: FORM (Space and Structure)

### GOAL 3

Ensure urban development that exhibits high standards of design, functional integration with surroundings and energy conservation through the use of design guidelines.

**Strategy 1:** Encourage a mix of commercial, residential and institutional uses and buildings in accordance with appropriate performance standards.

**Action:** Council will apply these performance standards in the consideration of zoning and site plan applications.

**Policy:** Limited conversion of residential structures to commercial uses will be permitted according 5 criteria.

**Strategy 2:** Promote innovative, low-rise, medium density energy efficient developments of high architectural standard.

**Action:** Determine safety features for new development in a special study.

**Strategy 3:** Encourage adjacent siting of institutional uses.

**Strategy 4:** Encourage the provision of public art in appropriate locations.

### GOAL 4

Preserve existing open space.

**Strategy 1:** Expand and integrate existing parks and open space with other uses and activities.

**Action:** Explore new concepts in public open space.

**Action:** Give areas designated parks and open space high priority for development.

**Strategy 2:** Set aside areas for integrated park and residential development.

**Action:** Apply site plan control throughout the Central Area.

## *CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE*

### STYLIZED GOAL HEADING: FORM (Space and Structure)

**Goal 3, continued**

**Strategy 5:** Encourage innovative building design, layout and site planning taking consideration for...

**Action:** Apply site plan control throughout the Central Area.

**Action:** Prepare guidelines for the use of development rights transfer mechanism.

**Policy:** The design and siting of new buildings will take account of modifying effects on wind, rain, snow, sun, heat, and cold.

**Policy:** Parking for extended commercial development will be located to the rear of the property and buffered from adjacent residences.

**Policy:** If feasible, industrial development will be sited to provide its own buffer.

**Strategy 6:** Encourage maintenance of vacant property.

**Policy:** If feasible, parking lots will be buffered and/or landscaped.

**Policy:** Roads and sidewalks should be properly maintained.

# *CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE*

## STYLIZED GOAL HEADING: FORM (Space and Structure)

### GOAL 5

Preserve important views of the Escarpment, the Bay and architecturally significant structures.

**Action:** Apply site plan control thoughout the Central Area.

**Action:** Identify and rank buildings and districts of historic value for protection , enhancement and designation under the Ontario Heritage Act.

**Action:** Review standards and policies for potential conflicts with preservation

**Action:** Prepare guidelines for the use of development rights transfer mechanisms.

**Action:** Give key locations in the Central Area special design attention including York Blvd. and Gore Park.

### GOAL 6

Mitigate adverse micro-climatic effects on pedestrians.

**Strategy 1:** Encourage integration of building facades and sidewalk areas taking into account existing setbacks and setback areas for pedestrians.

**Action:** Improve the downtown urban transit mall as required.

**Action:** Apply site plan control thoughout the Central Area.

**Action:** Establish standards for streetscape treatments.

**Action:** Give key locations in the Central Area special design attention including York Blvd. and Gore Park.

**Policy:** The design and siting of new buildings will take account of modifying effects on wind, rain, snow, sun, heat, and cold.

**Policy:** Commercial, institutional and recreational nodes should be designed with consideration for attractive streetscaping and pedestrian movement.

# *CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE*

## STYLIZED GOAL HEADING: FORM (Space and Structure)

### GOAL 7

Ensure that new buildings are compatible with the scale, height and proportions of nearby heritage buildings.

**Action:** Apply site plan control throughout the Central Area .

**Action:** Review standards and policies for potential conflicts with preservation.

**Action:** Prepare guidelines for the use of development rights transfer mechanisms.

**Action:** Establish a sign by-law.

**Policy:** Site plan control and demolition control will be used to secure future for heritage buildings and districts.

**Policy:** Prior to demolition Council will consider: the architectural, historical and contextual importance of a building; and, the contribution of the replacement building to the surrounding built environment.

**Policy:** Council will apply performance standards in the consideration of zoning and site plan applications.

### GOAL 8

Preserve buildings including school buildings and districts that are of recognized cultural value and/or contribute to the significance of the Central Area.

**Strategy 1:** Encourage compatible uses with existing schools and alternate uses for closed schools.

**Action:** Explore new concepts in public open space.

**Strategy 2:** Encourage designation of heritage districts and other conservation policies as determined through special studies.

**Action:** Identify and rank buildings and districts of historic value for protection, enhancement and designation under the Ontario Heritage Act.

**Action:** LACAC will recommend maintenance and conservation policies, controls and incentives for heritage buildings and districts.

**Action:** Review standards and policies for potential conflicts with preservation.

**Action:** Prepare guidelines for the use of development rights transfer mechanism.

**Policy:** Site plan control and demolition control will be used to secure future for heritage buildings and districts.

**Strategy 3:** Encourage adaptive re-use of old and new buildings as an alternative to demolition.

**Action:** Revise zoning by-law standards for conversions and uses in existing structures.

**Policy:** Council will encourage efforts to preserve any valuable architectural features when demolition of a heritage building is anticipated.

# *CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE*

## STYLIZED GOAL HEADING: USE (Activity)

### GOAL 1

Direct new multi-purpose, mixed-use projects to the downtown core with special emphasis placed on residential components.

**Strategy 1:** Encourage residential development with special incentives and land acquisition.

**Action:** Prepare guidelines for the use of development rights transfer mechanism.

**General Policies:**

**Policy:** Commercial, industrial, residential and institutional/recreational uses are permitted in the area designated mixed-use on Schedule A-1.

**Policy:** Permit appropriate light industrial uses in mixed use areas.

**Policy:** Permit any commercial, industrial, institutional and recreational uses within areas designated mixed industrial/commercial on Schedule A-1.

**Policy:** Uses permitted in policy 4.2.3 are permitted in mixed-industrial/commercial areas.

**Policy:** The location of institutional uses will consider provision for off-street parking, access for the disabled, and shared facilities with adjacent uses.

**Policy:** Rehabilitation and redevelopment projects will incorporate leisure facilities, where suitable.

**Policy:** Council will apply these performance standards in the consideration of zoning and site plan applications.

### GOAL 2

Provide alternative foci to Jackson Square.

**Strategy 1:** Encourage expansion of existing commercial, industrial, multiple residential, institutional and recreational uses.

**Action:** Establish an anchor on King Street East, either a major retail complex, office development, mixed use building or recreation centre.

**Action:** Give areas designated parks and open space high priority for development.

**Action:** Give high priority to Waterfront park development.

# *CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE*

## STYLIZED GOAL HEADING: USE (Activity)

| GOAL 3 | GOAL 4 |
|---|---|
| Link activities at the centre of the downtown core with Wellington Street. | Preserve viable dwelling units. |
| **Action:** Establish an anchor on King Street East, either a major retail complex, office development, mixed-use building or recreation centre. | **Strategy 1:** Encourage appropriate housing rehabilitation, infilling and intensification.<br>**Policy:** Redevelopment and rehabilitation projects will incorporate leisure facilities, where suitable.<br>**Strategy 2:** Encourage conversion of underutilized commercial space to residential use.<br>**Action:** Revise zoning by-law standards for conversions and uses in existing structures so as to encourage building retention. |

# *CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE*

## STYLIZED GOAL HEADING: USE (Activity)

### GOAL 5

Attract people during non-working hours.

**Strategy 1:** Provide more recreational facilities and services in the Central Area.

- **Action:** Categorize parks and open space in the Central Area by use and function as community, neighbourhood, city, and metropolitan.
- **Action:** Encourage the formation of a pedestrian green space corridor to link the Escarpment to the Bay.
- **Action:** Provide a bicycle path system in the Central Area.
- **Action:** Explore new concepts in public open space.
- **Action:** Give areas designated parks and open space high priority for development.
- **Action:** Give high priority to Waterfront park development.
- **Policy:** Uses and activities in the waterfront area will be determined through consideration of the appropriate planning documents.
- **Policy:** Waterfront recreation uses identified as Shipping and Navigation on Schedule A-1 should be used primarily for these purposes.

**Strategy 2:** Encourage establishment of cultural activities in the Central Area.

**Strategy 3:** Encourage the establishment of convenient shopping hours in the Central Area.

### GOAL 6

Provide facilities, programs and policies to make areas with many elderly residents more convenient and accessible.

**Strategy 1:** Encourage social service agencies, health and governmental services and recreational facilities and other institutional uses to locate and expand in the Central Area.

- **Action:** Establish a mechanism to determine the best future use for closed school sites.
- **Action:** Encourage the location of a senior citizens centre in the Central Area.
- **Policy:** Location of institutional uses will consider provision for off-street parking, access for the disabled, and shared facilities with adjacent uses.

# *CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE*

## STYLIZED GOAL HEADING: USE (Activity)

### GOAL 7

Preserve and enhance existing residential neighbourhoods by encouraging the location of only those new uses compatible with residential activities.

**Strategy 1:** Maintain and augment existing community capital facilities and services.

- **Action:** Establish a mechanism to determine the best future use for closed school sites.
- **Action:** Revise zoning by-law standards for conversions and uses in existing structures to encourage building retention.
- **Policy:** Local commercial uses will be permitted at a scale compatible with residential uses.
- **Policy:** Limited conversion of residential structures to commercial uses will be permitted to allow for the preservation of the residential attributes and streetscape of an area.

**Strategy 2:** Encourage after-hours use of schools and other appropriate institutional facilities as social, recreational and community centres.

- **Action:** Explore new concepts in public open space.

**Strategy 3:** Encourage a variety of housing types and tenures for all income levels in areas designated Neighbourhood Residential.

- **Action:** Recognize in the zoning by-law, existing industries that are compatible with adjacent land uses.
- **Policy:** Areas designated Neighbourhood Residential on Schedule A-1 will be preserved as prime residential locations.

**Strategy 4:** Encourage appropriate social housing.

- **Policy:** Discourage high rise development in predominately low rise areas.

# CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE

## STYLIZED GOAL HEADING: MOVEMENT

### GOAL 1

Minimize traffic disturbance and enhance residential amenity.

**Strategy 1:** Encourage through traffic along major roads only.

**Policy:** Maintain and modify major roads as required.

**Policy:** Encourage through traffic only along major roads identified on Schedule F.

**Strategy 2:** Reroute vehicular traffic, especially truck traffic, away from the downtown core.

**Action:** Establish a new transportation route to link Burlington Street west to Highway 403.

**Policy:** Route planning for the Burlington Street - Hwy. 403 link, should reflect the goals of the CAP.

**Policy:** Priority setting for new roads should consider the importance of the Central Area, energy efficiency and improved amenity and safety.

**Strategy 3:** Provide improved public and private parking facilities conveniently located and operated.

**Action:** Review on-street parking for maximum use of spaces and compatability with safety, movement and environment needs.

**Policy:** Parking should be provided in accordance with 4 provisions.

### GOAL 2

Ensure the downtown core remains the primary focal point for improved transit links to other parts of the Region and beyond.

**Strategy 1:** Improve commuter and inter-city rail and bus service linking Hamilton with Toronto and other centres.

**Action:** Provide a multi-modal transportation terminal at the Canadian Pacific (TH&B) station.

**Policy:** All forms of public transit should contribute to a convenient and coordinated system of transportation in the City.

**General Actions:**

**Action:** Improve the downtown urban transit mall as required.

## *CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE*

### STYLIZED GOAL HEADING: MOVEMENT

**Goal 1 continued**

**Strategy 4:** Encourage expansion of the pedestrian circulation network including +15, sidewalks, and communal areas.

**Action:** Separate vehicular and pedestrian traffic where feasible.

**Action:** Improve pedestrian access for the elderly, children, and the disabled in the downtown core.

**Action:** Encourage the formation of a pedestrian green space corridor to link the Escarpment to the Bay.

**Action:** Provide a bicycle path system in the Central Area.

**Policy:** The operation and adjustments to the traffic system should be compatible with the safety and convenience of pedestrians and desired land uses.

# *CENTRAL AREA PLAN IMPLEMENTATION SCHEDULE*

## STYLIZED GOAL HEADING: ECONOMY

### GOAL 1

Consolidate existing commercial development in the downtown core.

**Strategy 1:** Promote the downtown core as a location for office, retail and concentrated commercial uses.

**Action:** Undertake a study of incentives used elsewhere to encourage industries to locate in central areas.

**Strategy 2:** Encourage the formation of new anchors and nodes in the downtown core, based on department stores and corporate offices.

**Action:** Encourage establishment of an anchor on King Street east, either a major retail complex, office development, mixed-use building or recreation centre.

**Strategy 3:** Promote the Region as a tourist/ convention location.

**Strategy 4:** Expand tourism facilities and attractions using existing infrastructure and amenities in the location of these facilities and services.

**Action:** Encourage the development of a multi-activity indoor recreation/ leisure centre in the Central Area.

**Action:** Give high priority to Waterfront park development.

### GOAL 2

Strengthen the downtown core's role as a government centre.

**Strategy 1:** Encourage the location and expansion of non-profit organizations in the downtown core.

**Strategy 2:** Encourage federal and provincial governments to locate district offices in the downtown core.

**Strategy 3:** Encourage the use of Hamilton Civic Airport.

6

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

## DRAFT TERMS OF REFERENCE

The mandate of the Committee is to advise the Planning and Development Committee on planning maters relating to the Central Area, including:

- The Central Area Plan, its update and revision;
- Strategies for implementing the policies of the Central Area Plan;
- Acting as a sounding board for development proposals;
- Co-ordinating initiatives in the Central Area;
- Monitoring Central Area matters;
- Supplying representatives to other committees to give a Central Area point of view.

### Administrative

- The committee will be made up of representatives of organizations and individuals who together form a knowledgeable and balanced group. See Appendix "A" for current membership.
- Changes in membership will be submitted by CAPIC to the Planning and Development Committee for approval.
- A Chairperson and Vice-Chairperson will be elected by CAPIC, one of whom will be a member of City Council.
- The Planning and Development Department will be responsible for co-ordinating the Committee.

### Background

- The Central Area is identified as the area bounded by Queen Street, Victoria Avenue, the Escarpment and the Bay.
- During 1979 and 1980, the Central Area Plan Advisory Committee prepared the Central Area Plan.
- In 1981, City Council adopted the plan.
- In 1983, City Council identified the need for a policy-oriented committee to implement the plan.

- o The Central Area Plan Implementation Committee (CAPIC) was formed by Council in February, 1984, to concentrate on policy issues and their implementation.

- o Since 1984, CAPIC has undertaken a major review of the Central Area Plan.

- o Additionally, CAPIC has provided advice to the Planning and Development Committee on an ongoing basis.

- o In 1988, City Council approved the revised Central Area Plan and incorporated it in the Official Plan.

D.G.:nd
W.P. DOC. 0149P

Revised March, 1989

APPENDIX "A"

# CENTRAL AREA PLAN IMPLEMENTATION COMMITTEE

MEMBERS

Alderman David Christopherson (Chairperson) - Planning and Development Committee

Reverend Charles Forsyth (Vice-Chairperson) - First Place

Mark Boyak - Hamilton Real Estate Board

David Cohen - Corktown-Stinson Neighbourhood Association

Gloria DeSantis - Social Planning and Research Council

Russell Elman - Durand Neighbourhood

Gabriel Etele - Downtown Business Improvement Area

John Eyles - McMaster University

Ozzie Ferguson - United Senior Citizens

Arthur Lomax - Hamilton Automobile Club

Kay Nolan - Hamilton-Wentworth Roman Catholic School Board

Bruce Rankin - Hamilton Society of Architects

Gil Simmons - North End Neighbourhood

Trustee Anne Stewart - City of Hamilton

Ken Stone - Hamilton and District Labour Council

Marvin Wasserman - King East Business Association

January 26, 1989

THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
71 Main Street West, Hamilton, Ontario L8N 3T4

December 12, 1983

Refer to File No
Attention of
Your File No.

TO: The Chairman and Members
of the City of Hamilton
Planning and Development Committee

SUBJECT: Central Area Plan Implementation

## RECOMMENDATIONS

1. That Council endorse the Central Area Plan Implementation Strategy as a major product in the Planning and Development's 1984 work program.

2. That a Central Area Plan Implementation Committee be formed to oversee and direct the Central Area Plan Implementation Strategy.

## EXPLANATORY NOTE

Because of the magnitude, importance and range of activities underway and planned in the Central Area, a system is required to determine priorities, assess impacts and provide strategies. The overall objective is to implement the policies of the Central Area Plan. A Committee of vested interests will assist staff in the implementation process.

Respectfully submitted,

(Original signed by V. J. Abraham)

V. J. Abraham, M.C.I.P.
Director of Local Planning

J. D. Thoms, M.C.I.P.
Commissioner
Planning and Development

VJA:RC:pp

Attachments

## BACKGROUND

The Central Area Plan was adopted by the City of Hamilton in January, 1981. It expressed new philosophies:

- that the Central Area should be promoted as the Regional Centre;
- that quality, people-oriented buildings and streetscaping should be introduced into the Central Business District to attract further growth;
- that mixed use development should be encouraged;
- that through traffic on King Street should be discouraged, and that a ring of car parks be established;
- that anchors along King Street East be established as conterpoints to Jackson Square; and,
- that the downtown be given priority for public investment, particularly the area east of James Street.

Staff generated a number of policies, based on these concepts, but no official body was appointed to carry through the implementation. However, a staff/policital/business committee was set up at the request of downtown businessmen. This committee conceived the Downtown Action Plan. The du Toit group prepared the Downtown Action Plan focussing on three main issues - streetscaping in the downtown area, especially Gore Park, reduction of traffic on King Street East, and a promotion strategy for downtown business. This committee dissolved after the completion of the Plan. It was felt that perhaps the committee should have continued, but the Central Area Co-ordinating and Implementing Committee was formed to address certain important aspects of the Central Area Plan. This committee spawned the Downtown Action Plan and has also dissolved. It now seems appropriate to set up an advisory committee of vested interests to continue implementation of the Central Area Plan.

## NEED FOR AN IMPLEMENTATION STRATEGY

Implementation of the Downtown Action Plan is a major step in revitializing the downtown. Implementation has started on a number of the recommendations; e.g., Phase 1 street beautification, tourism promotion and co-ordination of business interests. Other recommendations in the Downtown Action Plan and additional activities are required to achieve the goals of the Central Area Plan.

Also, various projects are already underway, such as the arena/trade centre or the Sheraton Hotel, or in the planning stages, such as the location of the new bus terminal and the GO-ALRT route and station, which will create definite impacts on traffic, parking, transit, and new development. The effects of these projects must be carefully assessed, planned for and optimized within the overall context of the Central Area Plan's objectives.

Because of the importance of planning and co-ordination of all downtown activities and developments, a downtown development strategy is required. This "strategy" would serve to implememt the Central Area Plan which provides the philosophy, but not the means to implement it.

## AREA OF STUDY

A downtown strategy would cover the core from Queen to Wellington Streets and Cannon Street to the T.H.&.B. with a bit of James Street North and South tacked on. This area coincides with recent downtown monitoring activities. A number of downtown plans are available from other cities for comparison. The Strategy would be developed within the context of the entire Central Area.

## ISSUES TO BE ADDRESSED

The Central Business District Strategy would address such issues as:

- Parking,
- Traffic,
- Transit,
- Residential development,
- Heritage,
- Promotion,
- Monitoring,
- New development, etc.

Within the context of the downtown's goals as the commercial centre, a people place, a vibrant, healthy community and a good location for private investment.

The strategy would also recommend priorities for expenditure, to be fed into the budget system. In this way, ongoing expenditures in the Central Area can be properly co-ordinated. At the moment, separate bodies are deciding priorities on an ad hoc basis. Sometimes decisions are at odds with one another. Planning and co-ordination are the key.

## AN IMPLEMENTATION COMMITTEE

A committee drawn from various interest groups, in the same way as the Central Area Plan Advisory Committee, should be established to assist and advise City staff in the recommendation of the strategy and priorities.

The Committee would be responsible for the development of a Central Business District Strategy. It would also function on an ongoing basis as an advisory body reviewing all major proposals in the downtown. The Committee should also initiate monitoring of downtown activities and development, promotion of the Central Area, and a downtown inventory of available commercial space. A number of other projects mentioned in the Central Area Plan and the Downtown Action Plan require follow-up.

Representation on the Committee, possibly called the Central Area Plan Implementation Committee (CAPIC) should be drawn from:

- The Chamber of Commerce;
- The Business Improvement Areas and other business interests;
- L.A.G.A.C.;
- Durand Neighbourhood;
- Other neighbourhood representatives;
- Social agencies;
- Transport interests;
- Educational agencies;
- City Aldermen; and,
- Others as recommended.

## CONCLUSION

CAPIC is essential to ensure good planning and co-ordination of future downtown activities and development. The Committee, composed of vested interests in the downtown area, will ensure that proper weight is given to the impacts of all new activities in the downtown and that these impacts are considered prior to development taking place. Full implementation of the Central Area Plan, and all that it entails for a better Hamilton, is the intended result. The committee would, by its recommendations, steer the growth and development of the area to produce a central area for the future of which all can be proud.

0241P
:CS

# 7-day deadline on new court proposals

11

## Little time for planning development

By BARBARA BROWN
The Spectator

DEVELOPERS INTERESTED in converting Hamilton's John Street post office into a provincial court complex have seven days and a list of tough conditions to meet to come up with a proposal acceptable to Attorney General Ian Scott.

Yesterday afternoon at the Royal Connaught Hotel, eight developers met representatives of Hamilton's law and criminal lawyers' associations and architect Michael Torsney — designer of the new unified family court facility on Main Street West.

Law association president Dermot Nolan said the attorney general has notified city lawyers lobbying for the post office that they have until Feb. 22 to come up with a convincing proposal. Otherwise, Mr. Scott plans to lock the government into a 20-year lease at Effort Square on Main Street East, where the criminal courts are now housed.

"It must be clearly understood by everyone that the government is still disposed to pursue its original decision," said Mr. Nolan.

"We must make an overwhelming case. We must convince the government that this concept is so vastly superior that we are prepared to make it an offer it cannot refuse," he said.

Mr. Scott would consider their proposals only if the costs to the attorney general's office were equal to, or less than, its current lease and rennovation arrangement with Effort Trust, Mr. Nolan said.

That means no more than $582,000 in annual rent for the first 10 years and a one-time capital grant of $700,000.

However, Mr. Nolan said the attorney general's office has stated the $700,000 grant may be needed immediately to upgrade security at the Effort Trust site and not be available for the proposed project.

Canada Post real estate officer Randy Cuthbert said the Crown corporation would sell the building for $6.7 million. He stressed the historical Dominion Public Building, erected in 1936, would not be sold for any purpose other than a courthouse and office complex.

As well, the deal should close by September and offices still occupied would remain available, rent free, to Canada Post until March 1991, he said.

Mr. Nolan said developers have only until next Friday to submit their proposals to Michael Torsney Architects Inc. in order to meet the Feb. 22 deadline imposed by the attorney general.

Based on Mr. Torsney's preliminary plans, the courthouse will occupy the basement, the first and second levels of the post office, with the four upper floors to be rented as office space. The estimated cost of renovation has been set at $8.6 million if construction begins no later than March 1991.

Joyce Mongeon, a real estate developer and owner of the Royal Connaught, said the courthouse conversion would be a prestigious project for developers, but "there's always the danger that you could take a bath. In other words, you want it so badly you underprice it.

"I think we developers, as well as Hamiltonians, would like to see this. But, we have to work with a time frame that is ridiculously short. We have to put in security measures that will be extremely costly, and yet we have to be so competitive, and so low in our price, that the idea of profit is left to question."

12

TENTATIVE CENTRAL AREA PLAN

IMPLEMENTATION COMMITTEE PROGRAM 1989

| MONTH | SUBJECT | |
|---|---|---|
| February 17 | Terms of Reference/Implementation Strategy | Information |
| March 17 | Implementation Strategy | " |
| April 21 | Transportation Strategy | " |
| May 19 | Perimeter Road | " |
| June 16 | Perimeter Road Truck Routes | " |
| July | | " |
| August | | " |
| September 15 | Central Business District Study | " |
| October 20 | Perimeter Road | " |
| November 17 | Affordable Housing | " |
| December 15 | Central Business District Study | " |
| January 19 | Housing Policies | " |

# ACCOPRESS®

PRESSTEX by ACCO

| | | |
|---|---|---|
| 25070 | YELLOW/JAUNE | BY2507 |
| 25071 | BLACK/NOIR | BG2507 |
| 25072 | BLUE/BLEU | BU2507 |
| 25073 | R. BLUE/BLEU R. | BB2507 |
| 25074 | GREY/GRIS | BD2507 |
| 25075 | GREEN/VERT | BP2507 |
| 25077 | TANGERINE | BA2507 |
| 25078 | RED/ROUGE | BF2507 |
| 25079 | X. RED/ROUGE X. | BX2507 |

MADE IN CANADA BY/FABRIQUÉ AU CANADA PAR
ACCO CANADIAN COMPANY LIMITED
COMPAGNIE CANADIENNE ACCO LIMITÉE
TORONTO CANADA

HAMILTON PUBLIC LIBRARY
3 2022 21334560 2